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HERBERT HOOVER'S ENGINEERING OF PUBLIC OPINION: FEDERAL GOVERNMENT PUBLIC RELATIONS, 1921-1928.

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HERBERT HOOVER'S ENGINEERING OF PUBLIC OPINION: FEDERAL GOVERNMENT PUBLIC RELATIONS, 1921-1928

BY

BRENT BAKER

A thesis submitted in partial fulfillment of the requirements for the degree of

MASTER OF ARTS
(Journalism)

at the

UNIVERSITY OF WISCONSIN

1971

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CHAPTER I

INTRODUCTION

Purpose

World War I marked an important turning point in the relationship between Americans and their government. Under unprecedented wartime controls, the social, economic and political life of the American citizen was greatly influenced by the government in Washington.[1]

The 1917 mobilization of civilian leaders to serve in temporary government agencies included newspaper men. These newspaper men were recruited to form the first twentieth century American government propaganda machine. George Creel and the Committee on Public Information (CPI) assumed the task of giving the government a new coordinated voice of authority.[2]

Putting aside the pre-1917 personal public relations activities of the Presidents, members of Congress and the scattered public relations efforts of a few government bureaus, the CPI and other major public relations offices established the government-wide management of domestic public relations.[3]

After the war the CPI and other war-born government information offices were demobilized. With the coming of peace, the centralized government propaganda machine fell silent. Most of the temporary government publicity men returned to their civilian jobs. Some of these men formed the nucleus of a new civilian vocation classified as

CHAPTER I

INTRODUCTION

Purpose

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"public relations counsels."[4] The members of this new vocation, as well as many other Americans, were impressed by the power of propaganda demonstrated during the War.[5]

With this recognition of the power of propaganda and the exodus of most of the temporary government publicity men, the question can be raised, "What happened to the public relations function in the post-war federal government?" The purpose of this study is to partially answer that question in the period 1921-1928 with one detailed case study of the federal government's public relations practices during this period. This thesis is limited to the activities of the Department of Commerce under the leadership of Herbert Hoover.

James L. McCamy in his 1939 study of Government Publicity referred to the Commerce Department's publicity program stating:

> Administrative publicity in its contemporary scope is generally said to have reached its maturity in the Department of Commerce under the secretaryship of Mr. Herbert Hoover, who became President, some say, on the foundation of a reputation which was not damaged in any way by the Department of Commerce press agents.[6]

It is the purpose of this study to conduct an audit of Herbert Hoover's use and understanding of the public relations function during his Commerce Department service. It is not the purpose of this study to prove or disprove that Hoover used the office of Secretary of Commerce as a publicity springboard to the presidency.

This audit includes a detailed description and analysis of the nature and practice of public relations (as defined below) in the Commerce Department for the years 1921-1928. The description comprises:

"public relations consultants." The members of this new profession, as well as many other Americans, were influenced by the power of propaganda techniques employed during the war.[2]

From this recognition of the power of propaganda and the media of mass, of the Economy government publicity was, the question was by natural, which followed to the public relations function in the post-war Eisenhower government.[3] The purpose of this study is to qualitatively answer some questions in the review literature with was detailed when study of the Eisenhower government's public relations operations during this period. This study is limited to the activities of the Eisenhower or Economy under the leadership of Dorothy Sullivan.

Chapter I. Review is the very study of Government Publicity related to the Economy Eisenhower's publicity program analysis.

> Administrative publicity in the contemporary sense is generally said to have evolved the property in the Department of Economy under the administration of Dr. Dorothy Sullivan. The Economy Department, that was, or the Coordinator of Publicity also which was not changed in any way by the Department or Economy from appeals.[4]

In the purpose of this study, to examine the work or program Dorothy's use the coordinating of the public relations functions during the Economy Department period. It is not the purpose of this study to prove or disprove that Dorothy used the office of Department of Economy as a publicity mechanism in the Eisenhower.

This study includes a detailed description and analysis of the events the practice of public relations the national level in the Economy Department for the years 1953-1969. The description includes

a look at Hoover's public relations staff, the department's organization as related to the public relations function, the department's media relations, specific examples of major Commerce Department public relations campaigns and a brief comparison of the Commerce Department's public relations organization with the other executive department's public relations arms during the 1921-1928 period.

A study of the Commerce Department's public relations activities during this period cannot be isolated from either the context of the day's events nor from the leadership of Herbert Hoover. Therefore, a brief view of the events of the 1920s and Hoover's attitude toward public relations and his interpersonal relationships with his staff, fellow Cabinet officers, the press, Congress and Presidents Harding and Coolidge must be considered. In the attempt to gain a better understanding of Hoover's leadership and personality, some references are made in this study to his World War I and Presidential activities.

Definition of Public Relations

During the 1921-1928 period some difficulty arises in finding a widely accepted definition of the term, "public relations." This term still poses difficulty a half-century later. The use of this term was new in the 1920s and much confusion surrounded its definition. One of the reasons for this confusion was that the terms, "propaganda," "public relations," "publicity," "advertising" and "press-agentry" were sometimes used interchangeably. The reason for the increased post-war use of the new term, public relations, may have been due to the fact that the old term, propaganda, had become tainted during the war.[7] Edward L. Bernays attempted in 1928 to

outline the original pre-war history of the term in his book, Propaganda.[8] He referred to the "new" and "modern" propaganda in this book. Finally, Bernays abandoned the term, propaganda, and turned to public relations as the best label to describe a two-way communications function between individuals and groups within the democratic society. Bernays stated:

> The propagandist who specializes in interpreting enterprises and ideas to the public, and in interpreting the public to promulgators of the new enterprises and ideas, has come to be known by the name of "public relations counsel."[9]

This study will eschew the use of the term propaganda, except in quoted material, due to its corroded connotation which has weakened its utility in an objective study of this type.

The Cutlip and Center definition of public relations as, "the planned effort to influence opinion through socially responsible and acceptable performance, based on mutually satisfactory two-way communication" is used in this study.[10] Also, the broad term, public relations, is considered to include the four functional elements: (1) Research, (2) Planning, (3) Communicating, and (4) Evaluation.[11] Publicity and press agentry are considered as parts of the third element within public relations in this study. Advertising is considered as a separate but related field in the communications industry.

This study attempts to explore the hypothesis that Herbert Hoover used the same systematic study and planning in designing the 1921-1928 Commerce Department's public relations program that he applied in his engineering profession. This is what is meant by the title, "Herbert Hoover's Engineering of Public Opinion."

motion the religious pre-war history of the town in his work, Tombstone. He referred to the "bad" and "violent" encounters in this town. Finally, Barnes discussed the laws, procedures, and issues in public relations as the best label to describe a two-way communications device between individuals and groups within the larger social society. Barnes stated:

> The psychologists who specialized in interpersonal communications and taking to the radio, and in introducing the social sciences of the use statistics and theory, has come to be known by the name of "public relations counsel."[8]

This study will examine the use of the term psychologists, which is quoted material, due to the controversy surrounding the research and the utility in the qualitative study of this kind.

The quality and further definition of public relations as, "the planned efforts to influence opinion through acceptable performance and mutually satisfactory personal and social relationships, based on mutually satisfactory personal adjustment" is used in this study.[9] Also, the broad term, public relations, is considered to include the four functions mentioned: (1) Research, (2) Planning, (3) Communicating, and (4) Evaluation.[10] Publicity and press agentry are considered as parts of the social science which public relations in this study. Advertising is considered as a separate but related field to the communications industry.

This study attempts to explore the propositions that Edward Bernays and his sons Bernstein Group and planning in designing the 1971-1972 Oklahoma Department's public relations program been as similar to the engineering profession. This is done by using by the Oklahoma Bureau's Engineering of Public Relations.

Public Relations Road to Commerce

Herbert Hoover did not define the term, public relations, in his speeches or writings. However, he indicated on several occasions his use and understanding of public relations by his actions and stated philosophy of the government's role in a democratic society.

Hoover's road to fame and the Commerce Department was one paved with an excellent public relations record. During World War I he served as head of both the Commission for the Relief of Belgium and the American Food Administration. In these positions Hoover was responsible for gaining the voluntary cooperation of the American people regarding food conservation. In this fight for food Hoover turned to the use of publicity and the larger field of public relations.[12]

In 1917 Hoover addressed the Pennsylvania Coordinators of the food conservation campaign indicating his public relations strategy. He said:

> . . . we have to lay . . . a wide foundation of education and create in the minds of the people a psychological receptiveness to these /food conservation/ measures.[13]

Hoover stressed that he wanted voluntary cooperation of the American people in lieu of coercive food rationing such as that practiced in Europe. However, he knew that such cooperation would not be accomplished without a considerable public relations effort. He made this point clear to the Pennsylvania audience saying,

> I believe our people are capable of that voluntary effort that makes it /food conservation/ possible, but it can only be done if we secure constant hammering and constant teaching.[14]

As head of the American Food Administration, Hoover spent most of the war years, 1917-1919, in Europe supervising the fight against hunger. During these two years while he was overseas, the constant barrage of Food Administration publicity using Hoover's name was partly responsible for gaining him the status of an American celebrity.[15]

Upon his return to the United States in September, 1919, Hoover briefly stepped out of public life with the intention of again practicing his profession as a mining engineer.[16] Shortly after his return from Europe, a New York Times public opinion poll rated Hoover as one of the top ten important living Americans.[17]

Herbert Hoover remained outside the public spotlight for only one month. From October, 1919, to March, 1921, he made 46 public speeches, issued 31 press releases, wrote 28 magazine articles, appeared before nine Congressional hearings and presided over 15 public meetings.[18] Most of this public activity involved European post-war relief of various kinds through both private and government agencies.[19] Hoover was very much "in the news" during the 1919-1921 period including his service as a member of President Woodrow Wilson's party at the Versailles Peace Conference and as a contender for the 1920 Republican Party's presidential nomination.

Current Events 1919-1928

The context of the 1919-1928 events is important to an understanding of the 1921-1928 public relations activities of the Commerce Department. During the 1919-1921 period when Hoover was not primarily involved in official government service, the post-war social and

economic pulse of the United States was far from steady and healthy. After a brief business boom in 1919, the country experienced a business slump that turned into a depression from 1920-1922. In 1921 it was estimated that between four and five million Americans were unemployed.[20]

On the social scene, Robert K. Murray described the 1919-1920 period as one in which the American people longed for a pre-war "normalcy" but wanted a life "completely devoid of either political or social responsibility."[21] A post-war isolationist feeling among many Americans combined with a fear of Bolshevik and other foreign, radical political ideology led to a "Red Scare" in the early 1920's.[22] With nationalist and other emotional appeals the Ku Klux Klan reached its most active and successful point as a political party in the early 1920's. Thus, the Americans that entered the decade of the 1920's were sick of war, disillusioned by failure to win the worldwide peace and frustrated by an economic depression.

To steer them through these post-war problems the American people elected Warren G. Harding President in 1920. The mood of the country was summarized by journalist William A. White who wrote,

> The election of 1920 was a Republican landslide as everyone knew it would be. America had turned from Wilson, the idealist, and all his visions. America was in the throes of a crisis and facing a minor depression. The high cost of living was still worrying householders. High wages were blamed. Labor being restless and envious of the war profiteers, was making trouble. Employers were using the government in a red baiting campaign.[23]

The Harding presidential campaign publicity, organized by advertising executive Albert D. Lasker, underscored the American

people's mood in the campaign slogans, "Back to Normalcy" and "Let's be done with the wiggle wobble."[24]

By 1922 the unstable American economy began to recover. The years 1922-1928 were generally years of business progress and prosperity for the majority of Americans. The major exception to the economic recovery was the agricultural industry.[25]

Amid the growing prosperity President Harding died on August 2, 1923, and Vice-President Calvin Coolidge became President. Following Harding's death, the Teapot Dome oil scandals and other instances of corruption in Harding's cabinet came to light. Hoover and the Commerce Department were not involved in these scandals.

In 1924 Coolidge was elected President by quietly riding the economic tide of prosperity. Business was booming as the automobile, airplane and commercial radio industries added their impact to the growing economy. From 1922-1928 the "business of America was business" and the American businessman enjoyed the confidence of the American people and a new social prestige.[26]

It was in this context of post-war crisis, recovery and prosperity that Herbert Hoover served Presidents Harding and Coolidge as Secretary of Commerce for seven and a half years. When Hoover entered his first peace time government post in March, 1921, he came armed with more on-the-job war-time public relations experience and fame than any other Cabinet member.[27]

Hoover the Man

Along with the influence of the day's events, public relations

practice is interrelated with the play of human personalities and interpersonal relationships. Therefore, a brief look at Hoover's philosophy and abilities in the areas of public speaking and politics are necessary.[28]

Hoover admitted his dislike for public speaking.[29] He was a man who preferred to use the written word and was expert at using a minimum number of words to project his exact meaning. As an engineer, Hoover attempted a "scientific preciseness" in his writing that was at times so factual that it lacked a warmth of expression for the casual reader.[30] An example of the difference between the precise objective writing of Hoover and the warmer more emotional oral style of President Harding occurred during the President's trip to Alaska in July, 1923. Hoover accompanied the President and was asked by Harding to draft some remarks for the President to make at Seattle, Washington. The speech topic was the administration's policies in relation to Alaska. Hoover carefully wrote the speech draft and later recalled, " . . . he [Harding] introduced into it [the speech] his usual three-dollar words and sonorous phrases."[31]

If Hoover could write with concise and clear meaning, the question remains, "Why couldn't he successfully project his ideas orally?"

Theodore G. Joslin, who had covered Secretary Hoover as the Washington correspondent for the Boston Evening Transcript and later served as President Hoover's personal secretary (1931-1933), provides some insight into this question. Joslin rated Hoover's oral ability

to project his ideas as good in small groups but observed,

> He [Hoover] did not appear to such advantage before a large audience. His arguments were as sound, but he did not quite get them over. He was not quite his true self in public. Perhaps it was because he always read from manuscript and talked in a monotone that was tiring, instead of with the emphasis that marked his private, informal conversations. Moreover, he was "stiff," instead of being at ease.[32]

Joslin also stated that Hoover avoided eye contact with his audiences and would appear to "speak into space."[33]

William A. White also rated Hoover as good at putting his point across in limited interpersonal conversations, but low on magnetism when it came to larger groups. White stated, "After the crowd passed fifty, the influence of his [Hoover's] charm began to weaken."[34] White compared Hoover with Franklin D. Roosevelt and offered the opinion that Hoover could not hold popular public confidence because he refused to dramatize events and himself. Hoover held the illusion, according to White, that people would see the truth if presented the facts without drama and without a favored hero.[35]

Ben Allen, Hoover's friend and publicity man during the Commission for the Relief of Belgium and American Food Administration days (1914-1919) seemed to validate White's view of Hoover's refusal to pursue drama and phrase-making for personal gain. Allen was directed by Hoover to present the food appeals directly to Americans with facts and figures and not to interject personalities into the food conservation publicity. The use of Hoover's name in the food

appeals and subsequent personal fame he acquired appears to have been started as a result of Allen's disregard of Hoover's orders regarding personal publicity. Allen went ahead on his own to personalize the food appeals and used Hoover's name in food conservation publicity.[36] While Hoover initially disapproved of the use of his name, he did allow it to be linked to the food campaigns and by 1919 Hoover had acquired a popular reputation as a great humanitarian partly as a result of press exposure.[37]

The lack of Hoover's public speaking ability before large audiences gives an indication of his lack of political polish. In fact, Hoover regarded politics as only a necessary evil and professional politicians were not among his close circle of friends. George Creel, chairman of the CPI, worked with Hoover during World War I but noted that Hoover was quite formal in their personal relationship. Creel stated that this cool attitude, on Hoover's part, was due to Hoover's view that Creel was one of the politicians and politicians were not to be trusted.[38] Hoover was more at home in business than politics. He did not have the best Congressional relations; Congressmen of both parties respected his management abilities but were antagonistic to him.[39]

Two brief views agree on Hoover's lack of political flair and high idealism. Eugene Lyons observed,

> Facing people whose cooperation he /Hoover/ needs, he does not attempt to "soften them up" with empty compliments before stating his problem. He prefers to appeal at once to their intelligence.[40]

In contrasting the personalities of Hoover and George E. Akerson, his personal assistant at the Commerce Department and later Hoover's first presidential press secretary, Marietta A. Pane said,

> Hoover is serious, Akerson is showy, Hoover makes few promises, Akerson makes many. Hoover shakes few hands, Akerson everybody's. Hoover confers with statesmen, Akerson soft-soaps politicians.[41]

Hoover outlined his basic social, economic and political philosophy in his book, American Individualism, first published in 1922. His philosophy can be summed up as a belief in equality of opportunity for all men, faith in the ideals and initiative of Americans and a feeling of individual social responsibility. He stated that the individual American was the basic motive force of progress.[42] He looked at the federal government as an "umpire" among social and economic forces in the American society acting to insure the equality of opportunity for both, and a harmonious relationship.[43] According to Hoover, the government was to "stimulate" group cooperation and provide factual information and education to inform citizens; thus allowing decisions to be made on the basis of facts and not merely emotion. Referring to the role of the federal government Hoover stated,

> It has succeeded far beyond all others in those safeguards of equality of opportunity through education, public information, and the open channels of free speech and free press.[44]

Hoover's view of the government's role in society was neither

a laissez faire role, nor one of government bureaucratic domination.[45] He was not opposed to using or enlarging government bureaucracy if he thought it was in the public interest. However, he preferred to utilize private resources as much as possible in solving social-economic problems. Hoover's leadership in the Department of Commerce demonstrates a use of both private and/or government resources depending on the nature of the problem.

Throughout Hoover's brand of "American Individualism," one can find a constant theme that government should "stimulate" both individual and group efforts toward a better society.[46] To "stimulate" the people, the tools of government publicity and the broader field of public relations were used in the Department of Commerce during the 1921-1928 period.

Presidential-Hoover Relations

Hoover's personal relations with Presidents Harding and Coolidge were important in determining the freedom of action Hoover had in his department's reorganization, expansion and public relations activities during the 1921-1928 period.

In February, 1921, President-elect Warren G. Harding expressed his confidence in Hoover by selecting him as the nominee for Secretary of Commerce. It is significant that Harding selected Hoover over the strong and vocal opposition of the old guard Senate Republicans such as Senators Philander C. Knox and Charles Curtis. Harding informed these former Senate colleagues that the appointment of the old guard favorite, Andrew Mellon, as Secretary of the Treasury was tied to the

Senate confirmation of Hoover.[47]

Hoover's relationship with Harding was one of expert advisor and counselor. It was not in Hoover's nature to be a "back-slapping" crony of Hardings as was the case of some of Harding's other Cabinet members.[48] When Harding's Cabinet cronies, Attorney General Harry M. Daugherty and Secretary of the Interior Albert B. Fall, discredited Harding in the Teapot Dome and other scandals, he turned to Hoover for advice on his last trip to Alaska in July-August, 1923.[49] Hoover recalled his relationship with the President saying, "Harding encouraged me in everything I wanted to do. I never knew him to give a promise that he did not keep."[50]

Before Calvin Coolidge assumed the Presidency in August, 1923, Hoover admitted to only a "secondary acquaintance with him--such as one gets by dinner contacts."[51] Hoover's later relationship with President Coolidge appears to have been a stiff and formal one. Hoover stated in his Memoirs that Coolidge "was well equipped by education, experience, and moral courage for the Presidency."[52] Hoover then recalled that Coolidge was very tight with the budget and reluctant to take any action in advance to forestall trouble. Regarding Collidge's lack of agressive action Hoover commented,

> It was a philosophy that served well while the nation was making a rapid convalescence from its war wounds. The trouble with this philosophy was that when the . . . trouble reached him he was wholly unprepared, and it had by that time acquired such momentum that it spelled disaster.[53]

Coolidge chose not to mention Hoover in his Autobiography

except in a passing mention regarding Hoover's 1928 maneuvers to gain the Presidential nomination.[54] However, Coolidge did mention the "wise leadership" of Secretary of State, Charles E. Hughes and Secretary of the Treasury, Andrew W. Mellon.[55] William Allen White stated that Mellon dominated the White House in the Coolidge days and referred to the "reign of Coolidge and Mellon."[56]

Both of these Presidents did use Hoover as a "trouble-shooter" during their administrations in areas both inside and outside the normal jurisdiction of the Secretary of Commerce.[57]

Hoover-Cabinet Relations

In February, 1921, Hoover sent a telegram to President-elect Harding accepting the position of Secretary of Commerce with the reservation that he be given a free hand in the re-building of the Commerce Department and in building new relationships with other government agencies including the Department of State and Department of Labor. Hoover called for Harding's support in a "vigorous policy of leadership in stimulation of industries to cooperation amongst themselves in the direction of reduction of waste . . . in the direction of greater standardization [and] . . . stimulating and organizing our foreign markets."[58] In short, Hoover wanted a voice in economic policy regardless of the jurisdiction of other executive departments in specific cases.[59]

The Harding Cabinet was one of extremes between the political cronies of Harding on the one hand (including Daugherty and Fall) and the highly respected men drafted from private life on the other hand

(including Hughes, Mellon and Hoover). Only Mellon, Hoover and Secretary of Labor, James J. Davis remained in both Harding's and Coolidge's Cabinet.[60] Throughout both Presidential administrations Hoover was one of the most widely published Cabinet members and with Harding's initial backing had involved himself in the business of almost every other department including State and Agriculture in particular.[61]

Robert K. Murray has commented, "Yet Hoover's contacts with the members of the Cabinet were neither close nor especially friendly."[62] Hoover's evaluation of the Cabinet put Hughes, Mellon, John W. Weeks (Secretary of War), Edwin Denby (Secretary of the Navy), and Will H. Hays (Postmaster General) "above the others."[63]

Hoover's main Cabinet relations problem was his broad involvement in economic problems that infringed on the other executive departments' jurisdiction. This infringment and expansion of the Commerce Department during 1921-1928 did not lead to "friendly" relations between Hoover and the other Cabinet members.

Executive Department's Public Relations Organization

Before examining the Commerce Department's organization and public relations operations, a brief view of the recognition of the public relations staff function by all executive departments is helpful in measuring Hoover's organization.

In any bureaucracy one of the measures of success and status for the individual or group is the position of an office, section, division, or department on the organization's chart relative to the

position of the overall bureaucratic boss. This "chart status" is not always a true measure of the individual's or group's "influence" in a bureaucracy, but it is a publicly visible position which is therefore significant in public relations work.[64]

From September 29 to October 23, 1926, the United States Daily (Washington, D.C.) published organization charts of the various Federal Government departments and agencies. These charts were published as approved by the departments concerned. The United States Daily published charts indicated the following bureaucratic recognition of the public relations staff function in the mid-1920s.

U.S. Daily Issue (1926)	Executive Department	Status On Chart
Oct. 5	State	Division of Current Information (Reporting to Under Secretary of State)
Oct. 6	Treasury	None[a]
Oct. 7	Navy	None[b]
Oct. 8	War	None[c]
Oct. 9	Justice	None[d]
Oct. 11	Interior	Office of Information (Reporting to the Secretary of the Interior via the Secretary's administrative assistant)
Oct. 12	Post Office	None[e]
Oct. 13	Agriculture	Director of Information (Reporting to the Assistant Secretary of Agriculture)

position of the overall Investigative Team. This "short notice" is not always a true measure of the individual's or group's "efficiency" in a investigation, but it is a reliably visible position which is inherent significance in public relations work.[4]

From September 27 to October 31, 1980, the Senior Judge Advocate (Investigations, S.J.A.) published organizational charts of the various Federal Government departments and agencies. These charts were published as approved by the departments concerned. The Senior Judge Advocate published charts indicated via following hierarchical relationships of the public relations staff function in the S.J.A.

F.G. Dept. Name (Code)	Secretary Department	Public Relations Staff
Dept. 5	Quinn	Division of Parents Information (Reporting to Under Secretary of State)
Dept. 6	Treasury	None[a]
Dept. 7	Army	None[a]
Dept. 8	Navy	None[a]
Dept. 9	Justice	None[a]
Dept. 11	Commerce	Office of Information (Reporting to the Secretary of the Interior via the Secretary's Administrative Assistant)
Dept. 12	Transportation	None[a]
Dept. 13	Agriculture	Director of Information (Reporting to the Assistant Secretary of Agriculture)

U.S. Daily Issue (1926)	Executive Department	Status On Chart
Oct. 14	Commerce	None[f]
Oct. 15	Labor	None[g]

---

[a]No mention of an information office is made in the 1926 Annual Report of the Secretary of the Treasury.

[b]The Navy established a "Navy News Bureau" during World War I in the Secretary's office and after the war created an Information Section within the Office of Naval Intelligence. See Cutlip and Center, Effective Public Relations, 613.

[c]The Army established a "Public Relations Branch" in G-2, Military Intelligence in World War I, but after the war ended, "The military crawled back into its shell." See Cutlip and Center, Effective Public Relations, 612.

[d]No mention of an information office is made in the 1926 Annual Report of the Attorney General.

[e]An Office of Information was established by the Postmaster General in 1921. See Wooddy, The Growth of the Federal Government, 265.

[f]A description of the Commerce Department's public relations organization is outlined in Chapter II of this study. There was a "Press section" operating in the Commerce Department in 1926.

[g]The Labor Department had no central information office in 1926 but the individual bureaus within the department handled their own public information effort through various offices. See Fourteenth Annual Report of the Secretary of Labor, 41-42, 81-82, 96-98, 37.

With this brief view of the Federal Government's public recognition of the public relations function a more detailed study of Hoover's Commerce Department organization is in order.

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[illegible], [illegible]	[illegible]	[illegible]

[illegible] [illegible] [illegible] [

FOOTNOTES TO CHAPTER I

[1]Robert K. Murray, Red Scare (Minneapolis, 1955), 12-15.

[2]George Creel, How We Advertised America (New York, 1920), 13, 74.

[3]James L. McCamy, Government Publicity (Chicago, 1939), 12 and Walter Lippmann, Public Opinion (New York, 1922), 46-47 provide a brief list of major World War I domestic public relations campaigns.

[4]Edward L. Bernays, Crystallizing Public Opinion (New York, 1923), 11.

[5]Edward L. Bernays, Propaganda (New York, 1928), 27-28.

[6]McCamy, Government Publicity, 12.

[7]Creel, How We Advertised America, 4.

[8]Bernays, Propaganda, 20-25.

[9]Ibid., 37.

[10]Scott M. Cutlip and Allen H. Center, Effective Public Relations (Englewood Cliffs, N.J., 1971), 4-5.

[11]Ibid., 186.

[12]Leonard P. Dileanis, "Herbert Hoover's Use of Public Relations in the United States Food Administration, 1917-1919" (unpublished University of Wisconsin master's thesis, 1969), 137.

[13]Herbert Hoover, Hoover Papers, Herbert Hoover Presidential Library, West Branch, Iowa. Public Statements File, Address before the Food Conference of Pennsylvania Public Safety Committee, Sept. 29, 1917. Hereafter cited as Hoover Papers.

[14]Ibid.

[15]Dileanis, "Herbert Hoover's Use of Public Relations in the United States Food Administration, 1917-1919," 1-2.

[16]Herbert Hoover, The Memoirs of Herbert Hoover, Vol. II (New York, 1952), 2-3.

[17]Ibid., 4, and Eugene Lyons, Our Unknown Ex-President (New York, 1949), 198.

[18]Hoover, Memoirs, Vol. II, 4.

Endnotes to Chapter 1

[1] Robert S. Lefkowitz, [illegible] (Washington, 1970), 2-12.

[2] George Ewald, [illegible] (New York, 1977), 17, 18.

[3] James L. Ridley, Government Policies (Chicago, 1970), 11 and Allen Johnson, Public Opinion (New York, 1967), 3-7 provide a helpful list of major Polls and Pollsters making relative examples.

[4] Joseph S. Murphy, [illegible] (New York, 1971), 12.

[5] Donald L. Horowitz, [illegible] (New York, 1977), 37-46.

[6] Murphy, [illegible], 31.

[7] Lewis, [illegible], 15.

[8] Horowitz, [illegible], 2-15.

[9] Ibid., 37.

[10] Lewis S. Dodzin and Allen R. Dobson, [illegible] (Hollywood Hills, Ca., 1972), 1-5.

[11] Ibid., 180.

[12] Lawrence T. Richards, "Harlem Hospital's Use of Public Relations in the Urban Crisis Food Administration, 1917-1970" (Washington University of Washington Master's Thesis, 1967), 114.

[13] Barbara Brown, Prudence Tobias, Barbara Brown Thompson, Public Library, Jane Brown, Jim, Public Relations Film, Lakeside Public the Food Conference of Pennsylvania Public Library Association, Sen., 1. 1972. Barbara cited as Brown Tobias.

[14] Ibid.

[15] Richards, "Harlem Hospital's Use of Public Relations in the Urban Crisis Food Administration, 1917-1970," 34.

[16] Barbara Brown, The Planning of Library Boards, Vol. II (New York, 1971), 1-4.

[17] Ibid., 1, and Eugene Lyons, The Dream Industrial (New York, 1971), 329.

[18] Brown, Tobias, Vol. II, 1.

[19] Ibid., 18-22.

[20] Ibid., 46 and Edward E. Hunt, An Audit of America (New York, 1930), 81.

[21] Murray, Red Scare, 4.

[22] Ibid., 15.

[23] William A. White, A Puritan In Babylon (New York, 1938), 219.

[24] Robert K. Murray, The Harding Era (Minneapolis, 1969), 51.

[25] Hunt, An Audit of America, 97-110, 174-181.

[26] Herman E. Krooss, Executive Opinion: What Business Leaders Said and Thought on Economic Issues, 1920s-1960s (Garden City, New York, 1970), 3-5.

[27] For a listing of the other Harding cabinet members see Hoover, Memoirs, Vol. II, 40.

[28] Robert E. Lane and David O. Sears, Public Opinion (Englewood Cliffs, New Jersey, 1964), 43-56.

[29] Hoover, Memoirs, Vol. II, 2.

[30] Theodore G. Joslin, Hoover Off the Record (New York, 1934), 44-45.

[31] Hoover, Memoirs, Vol. II, 50.

[32] Joslin, Hoover Off the Record, 7.

[33] Ibid., 21.

[34] William A. White, The Autobiography of William Allen White (New York, 1946), 515.

[35] Ibid., 634-635.

[36] Dilcanis, 23-24.

[37] See Hoover, Memoirs, Vol. II, 54 for an example of what Hoover considered to be an improper use of the press for personal gain. This example refers to Frank A. Vanderlip's muckraking "Citizens" Federal Research Bureau" which conducted a publicity war on alleged government corruption. Also see Hoover Papers, Secretary of Commerce Personal File, Box 85, "H. H. Personal, Vanderlip, Frank A." folder.

[38]George Creel, Rebel At Large (New York, 1947), 265.

[39]Joslin, Hoover Off The Record, 8.

[40]Eugene Lyons, Our Unknown Ex-President (New York, 1949), 36.

[41]Marietta A. Pane, "George E. Akerson: First Presidential Press Secretary" (unpublished University of Wisconsin master's thesis, 1969), 30.

[42]Herbert Hoover, American Individualism (New York, 1923), 24, 44-45, 67.

[43]Ibid., 50-51.

[44]Ibid., 51.

[45]Ibid., 10-11, 53, and Joseph Brandes, Herbert Hoover and Economic Diplomacy (Pittsburgh, 1962), X.

[46]Hoover, American Individualism, 8-9, 19, 51, 54.

[47]Murray, The Harding Era, 98-99 and Hoover, Memoirs, Vol. II, 36.

[48]See Hoover, Memoirs, Vol. II, 48.

[49]Ibid., 49.

[50]Ibid., 48.

[51]Ibid., 55.

[52]Ibid.

[53]Ibid., 56.

[54]Calvin Coolidge, The Autobiography of Calvin Coolidge (New York, 1929), 246.

[55]Ibid., 167.

[56]William A. White, A Puritan In Babylon, 250-251.

[57]See Hoover, Memoirs, Vol. II, 44-46 (Economic Conference of 1921); 101-108 (Labor Relations); 109-111 (Agriculture); and 125-131 (Mississippi Flood Relief, 1927).

[58]Hoover Papers, Pre-Commerce Papers, Box II, General Correspondence, 1917-1920, "H-10" folder, Telegram, H. Hoover to W. G. Harding, Feb. 23, 1921.

[illegible]

[59] Ibid.

[60] Hoover, Memoirs, Vol. II, 41.

[61] In the 1922-1927 period Hoover beat all his fellow Cabinet members in the number of stories or articles published, as listed in the New York Times Index with the exception of the year 1923 when Secretary of State Hughes beat Hoover. For examples of State-Commerce friction see Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, C. C. Batchelder to J. Klein, Nov. 30, 1922; and "Dr. Klein, 1923-1924" folder, Memorandum, C. A. Herter to J. Klein, May 8, 1923, Memorandum, J. Klein to H. Hoover, May 9, 1924. For a discussion of the basic Commerce-Agriculture friction see James H. Schideler, "Herbert Hoover and the Federal Farm Board Project, 1921-1925," Mississippi Valley Historical Review, XXII (March, 1956), 710-729.

[62] Robert K. Murray, The Harding Era, 193.

[63] Hoover, Memoirs, Vol. II, 40.

[64] See Cutlip and Center, Effective Public Relations, 28, 155-171.

[illegible]

[illegible], [illegible] 1[illegible], 22, [illegible].

[illegible] In the 1920-1921 [illegible] [illegible] [illegible]

CHAPTER II

INTERNAL RELATIONS

Commerce Department Organization

As Hoover and the other new administration officials converged on Washington in March, 1921, the country was still in the throes of a depression. Industry, labor and the farmer were faced with economic problems that appeared to be too complex to be solved at the local level. The war had brought about a mobilization of all segments of the American economy in a "shotgun marriage" of domestic and international business. On the domestic front, post-war Americans found themselves in a progressively interdependent society faced with the need to turn from the 1919-1920 hostile industry-labor confrontations to cooperation and planning for future prosperity.[1]

Herbert Hoover was ready to mold and reorganize his department's internal structure to better fit the mission of "stimulating" the cooperation necessary for an economic recovery. After taking the oath of office as Secretary of Commerce on March 4, 1921, Hoover refused to give the traditional, long-winded acceptance speech. Instead, he merely stated that his department was "fundamentally a department of service" which would not seek to control or regulate, but would foster a constructive spirit of cooperation.[2]

While President Harding and his other Cabinet members were introduced to the nation in an initial flutter of press coverage,

Hoover worked quietly on his department's reorganization, promising the press a later release on his future plans. On March 10, 1921, the New York Times announced the end of Hoover's silence and stated that he had "perfected" a comprehensive and important plan for a Commerce Department reorganization. The New York Times praised the reorganization plan saying,

> [The plan] . . . will make that branch of government service the most important public body in touch with American business and will give the great Food Administrator a place of dominant leadership in American business.[3]

The Commerce Department organization, as Hoover found it in 1921, included the office of the secretary and eight major bureaus or services. The office of the Secretary of Commerce included six administrative divisions: (1) Solicitor's Office, (2) Chief Clerk and Superintendent, (3) Disbursing Office, (4) Appointments Division, (5) Division of Publications, and (6) Division of Supplies.[4] The bureaus and services included:[5]

(1) Bureau of Foreign and Domestic Commerce
(2) Bureau of Standards
(3) Bureau of the Census
(4) Bureau of Fisheries
(5) Bureau of Lighthouses
(6) Coast and Geodetic Survey
(7) Bureau of Navigation
(8) Steamboat-Inspection Service

The reorganization plans that Hoover announced on March 9, 1921, primarily concerned the Bureau of Foreign and Domestic Commerce and the Bureau of Standards. These internal changes are related to the bureaus' public relations role and are dealt with later on in this chapter.

Governor Warren Galbraith on his determined's investigations, presaging the press's latest endeavor on his Cabinet nominee. On March 10, 1953, the New York Times announced the end of Hunter's actions and stated that he had "resigned" a congressional and appointed plan in a Commerce Department reorganization. The New York Times reviewed the reorganization plan saying,

> "The chief . . . will have two bureaus of processing, namely the Bureau Commerce Publication Bureau to hold its Bureau Statistics Bureaus and will give the press that administrator a block of Bureau Leadership to Business Bureaus."

The Commerce Department originally, in Bureau Issued 31 in 1953, included the office of the secretary and eight other bureaus or services. The office of the Secretary of Commerce included the administrative divisions: (1) Solicitor's office, (2) Chief Clerk and Superintendent, (3) Statistical office, (4) Accountants Division, (5) Bureau of Publications, and (6) Bureau of Supplies. The bureaus and services included:

(1) Bureau of Foreign and Domestic Commerce
(2) Bureau of Standards
(3) Bureau of the Census
(4) Bureau of Fisheries
(5) Bureau of Lighthouses
(6) Civil Aeronautics Bureau
(7) Bureau of Navigation
(8) Commerce-Transportation Service

The reorganization plan was Bureau Reorganized by Bureau 31, 1953, primarily concerned the Bureau of Foreign and Domestic Commerce and the Bureau of Standards. These national bureaus are related to the Commerce' public relations role and are dealt with later on in this chapter.

In reshaping his department's organization, Hoover's major goals were: (1) to help American business eliminate industrial waste (including labor strikes and unemployment), (2) to establish new foreign and domestic markets for business men and farmers, and (3) to standardize industrial products.[6] These goals were based on Hoover's diagnosis of the problems of American business as outlined in a 1921 report of the Federated American Engineering Societies, entitled Waste in Industry.[7] Hoover was President of the American Engineering Council in 1921 and had appointed the Committee on Elimination of Waste in Industry which drew up the report.[8]

The role of public relations in Hoover's crusade against industrial waste was mentioned in the report's comment on the "Need of Public Interest." The report stated,

> In the study of industrial waste, there can be no setting apart of the public as a separate group. The public comprises all groups, and the public's responsibility for eliminating waste is large. A campaign to increase the productivity of industry cannot be conducted without widespread interest and support. The engineers can initiate such a campaign, but they cannot press it to a solution unless the public so desires.[9]

In discussing community cooperation with industry, the report pointed to the assistance that public and semi-public agencies, such as chambers of commerce and other civic groups, could provide. One of the suggested ways the agencies could assist in the elimination of industrial waste, according to the report, was ". . . by educating the public in better methods of buying, thus having an influence on the stabilization of industry. . . ."[10]

Finally, this report, which Hoover acknowledged as the basis for his plans in the Department of Commerce, outlined paths for the government to follow.[11] The government, according to the report, should take action to establish:[12]

(1) A National Industrial Information Service
(2) A National Statistical Service
(3) A Body for Adjustment and Settlement of Labor Disputes
(4) A Public Health Policy Relating to Industrial Safety
(5) A National Program for Industrial Rehabilitation
(6) A Nation-wide Program Of Industrial Standardization

The areas in which Hoover took action in the reorganization included: an industrial information service, a statistical service and an industrial standardization program.

Hoover's general Commerce Department public relations policy may have been sounded in the Waste in Industry report which he helped write. The report stated that the role of an information service was ". . . to furnish timely, regular, and complete information," and ". . . that such information be collected and presented to the entire industrial community, including the buyer, the seller and the banker."[13]

The role of public relations in reducing industrial waste was to "stimulate" action, according to Hoover. He stated, "It must be borne in mind that the whole /elimination of industrial waste/ program is one fundamentally to stimulate action among industries, trades, and consumers themselves."[14] The question of whether the Commerce Department's public relations program was designed "for business men only," or for the general public too, is explored in

Finally, this report, which Bower acknowledged as his basis for his plans in his Statement of Essential Principles, noted why the government is doing[11] the commission, according to its report, should have action as follows[12]:

(1) A Planned Industrial Information Service
(2) A Planned Statistical Service
(3) A Body for Adjustment and Development of Inter-Industry
(4) A Public Health Policy Relating to Industrial Safety
(5) A National Program for Industrial Rehabilitation
(6) A Medium-term Program of Industrial Diversification

The areas in which Bower was active in the reorganization included an industrial information service, a statistical service and an industrial rehabilitation program.

Bower's general Canadian Depression Public Relations Policy had been guided by the idea of the "Public Trust" which is defined as follows. The report states that the role of an information service was "... to provide timely, reliable, and authoritative information" and "... such good information is important not primarily to the social industrial community, business and labor, but rather for the benefit of the public."[13]

The role of media relations in reducing industrial unrest was to "minimize unfavorable comment in Parliament. By private, it may be taken to mean that the role (Information or industrial unrest) requires a real flexibility to adjust to action among industry, unions, and government (Canada)."[14] The question of whether the Commission Taken Based a public relations strategy for changing the Economic Law only "or for the general public, matter here, is supposed to

the examples of the individual bureau's public information and publicity campaigns.

In September, 1921, Hoover addressed a conference of business, labor and agricultural leaders who met to plan the economic recovery strategy for America. To win the economic recovery, Hoover told the conference, it would take more than internal adjustments within business organizations. Hoover touched on the role of public relations saying, "A crystallization of much valuable public thought in this matter would have lasting value. . . ."[15]

The legal role of Hoover's department in America's business was tied to the 1903 Congressional Act that founded the original Department of Commerce and Labor. The Act stated,

> It shall be the province and duty of the said Department to foster, promote, and develop the foreign and domestic commerce, the mining, manufacturing, shipping and fishery industries, the labor interests and the transportation facilities of the United States.[16]

Hoover stressed that this Act was a "wide-open charter" and he used it to justify his department's expansion into areas that his fellow Cabinet members sometimes felt were their areas of jurisdiction.[17]

Hoover's critics charged him with bureaucratic empire building during his tenure as Secretary of Commerce.[18] The United States Government records indicate that there was a considerable expansion of the department under Hoover's leadership. With the exception of the internal changes and added functions of the original eight bureaus, the following functions and/or bureaus were transferred to or

the essentials of the individual business public information and publicity activities.

In October, 1921, Hoover addressed a conference of business, labor and agricultural leaders with an eye to plan the economic recovery strategy for America. In his opening remarks, Hoover told the conference, it would have been been inimical to American democracy were organizations, Hoover viewed as the role of public relations arising, "A organizations of such vitalize public through in this matter would have lasting value. . . ."[15]

The legal role of Hoover's department in American business was ruled on the 1921 Congressional Act that formed the original Department of Commerce and Labor. The act stated,

> It shall be the province and duty of the said Department to foster, promote, and develop the foreign and domestic commerce, the mining, manufacturing, shipping and fishery industries, the labor interests and the transportation facilities of the United States.[16]

Hoover stressed that this was not a "policeman" function and he used it to justify his department's regulation into areas that the Federal Cabinet members manifest fail into their areas of jurisdiction.[17]

Hoover's critics charged his with interventist moves building during his tenure as secretary of commerce.[18] The United States Government records indicate that there was a considerable expansion of the department under Hoover's leadership. With the exception of the tremendous changes and added functions of the original with increase the following functions under Hoover were investigated or or

established within the Department of Commerce during Hoover's tenure as secretary.[19]

Added Bureau/Function	Origin	Year Added
Bureau of Customs Statistics (merged in Bureau of Foreign and Domestic Commerce)	Treasury Dept.	1923
Bureau of Mines	Interior Dept.	1925
Division of Mineral Resources, Geological Survey (merged in Bureau of Mines)	Interior Dept.	1925
Patent Office	Interior Dept.	1925
Helium Production Plants (merged in Bureau of Mines)	Navy Dept.	1925
Aeronautics Branch	Air Commerce Act of 1926	1927
Radio Division (formerly part of Bureau of Navigation)	Radio Act of 1927	1927

The expansion of the functions of the original 1921 Bureau of Foreign and Domestic Commerce, Bureau of Standards and Bureau of the Census will be described individually, along with the public relations ramifications, later in this chapter.

The following table indicates the growth of the Department of Commerce expenditures and personnel during the fiscal years 1921-1929.

establishment which has Department of Commerce [illegible] [illegible] be [illegible] [illegible].[1]

Local Service Classification	Service	Time Period
Bureau of Commerce Operating Centers (Designed to Bureau of Foreign and Domestic Commerce)	Commerce Dept.	[illegible]
Bureau of Fisheries	Commerce Dept.	[illegible]
Institute of Marine Resources, Seattle, Washington (Designed to Bureau of Fisheries)	Interior Dept.	[illegible]
Fishery Station	Interior Dept.	[illegible]
Pacific Fishery Biologists (Designed to Bureau of Fisheries)	Interior Dept.	[illegible]
Meteorological Bureau	Air Commerce Act of [illegible]	[illegible]
Public Operations (Generally part of Bureau of Energy)	Energy Act of [illegible]	[illegible]

The provisions of the functions of the original [illegible] Bureau of Foreign and Domestic Commerce, Bureau of Fisheries and Department of the Interior will be discussed under [illegible], along with the public [illegible] [illegible] [illegible] [illegible] [illegible].

The following [illegible] [illegible] [illegible] [illegible] of [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible].

Department of Commerce Expenditures and Personnel
Fiscal Years 1921-1929

Fiscal Year	Expenditures[a] (in thousands)	Personnel[b]
1921	$27,073.4[b]	12,254
1922	22,241.3[b]	11,355
1923	20,713.6	11,303
1924	21,511.9	11,660
1925	25,943.9	14,889
1926	29,079.0	14,828
1927	30,362.7	14,964
1928	34,324.9	15,858
1929	40,511.1	16,744

[a]Combined Statement of the Receipts and Disbursements, Balances, etc., of the United States" (Treasury Department, Division of Bookkeeping and Warrants) for years given.

[b]From the Annual Reports of the Secretary of Commerce.

Public Relations Organization

One of the difficulties in outlining Hoover's public relations organizational structure is that the public relations function, particularly in the case of the Bureau of Foreign and Domestic Commerce, was decentralized at the bureau level.[20] In the various bureaus, employees were mobilized to further their particular bureau's publicity efforts. Therefore, the day-to-day public relations efforts of the department were submerged in the individual bureaus.

There was some central supervision of the department's public relations program. In the case of contacts with the Washington press corps and the specialized business press, there was a "press section" that coordinated these relations for the entire department. However,

Importation of Economic Commodities and Personnel
Fiscal Years 1970-1975

Fiscal Year	Commodities[a] (in thousands)	Personnel[b]
1970	[illegible]	[illegible]
1971	[illegible]	[illegible]
1972	[illegible]	[illegible]
1973	[illegible]	[illegible]
1974	[illegible]	[illegible]
1975	[illegible]	[illegible]
1976	[illegible]	[illegible]
1977	[illegible]	[illegible]
1978	[illegible]	[illegible]
1979	[illegible]	[illegible]

[a]Commodities imported at the discretion of the Ministry of Commerce, Industry, etc., of the United Arab Emirates (Trading Departments, Ministries of Development and Economy) for press release.

[b]From the Annual Reports of the Ministry of Commerce.

Public Relations Consultants

One of the difficulties in studying Dubai's public relations organizational structure is that the public relations function, particularly in the case of the Bureau of Foreign and Domestic Commerce, was characterized as the weakest link.[7] In the Bureau's defense, employees were committed to foreign trade promotion because of pressing activities. Therefore, the overwhelmingly positive reactions effected of the department were changed in the individual business.

There are some recent developments in the Bureau's public relations process. In the case of consulting with the consultant firms some use the individual business firms. Since are a "press release" that specifically addressed their activities for the media department. However,

this press section was not listed on the department's organization chart and was buried in the Bureau of Foreign and Domestic Commerce.[21] The remaining central supervision of the department's public relations program was carried out by Hoover's personal public relations assistants.

Identifying personnel who worked full time on public relations matters is difficult due to the various position descriptions throughout the department which could not readily be labelled as public relations positions. In addition, there probably were representatives of the business press "on loan" to some of the bureaus, and while not on the department payroll, involved in semi-official public relations work.[22]

Hoover was not hasty in forming his public relations policy and organization. He studied the limited publicity machinery that had been established prior to 1921.[23] Hoover then drew on his own experience as Food Administrator, the experience of his public relations assistants, and the experience of other government war-time agencies. For example, Hoover wrote to Albert B. Fall, Secretary of the Interior, in June, 1921, requesting a publicity policy document that had been used in the war-time Fuel Administration. In his letter to Fall, Hoover stated that he wanted the document because it concerned the ". . . matter of publicity procedure, a subject on which we are gathering some outside opinion."[24] The text of the Fuel Administration publicity document is presented in Appendix A of this study.

One of Hoover's personal public relations assistants, Frederick M. Feiker, was involved in the initial departmental reorganization. Feiker advised Hoover that a central "Bureau of Information" should be established (with departmental status equal to other bureaus) as the single point of department liaison between all bureaus and the press. Feiker also recommended: (1) Establishment of an advisory committee of public relations, with all bureau chiefs or their personal representatives as members, (2) Establishment of one person in each bureau to whom the proposed Bureau of Information could direct persons seeking specialized information and (3) Establishment of a central calendar of future bureau conferences and meetings to be used in planning publicity coverage of departmental activities.[25] Appendix B contains the text of Feiker's memorandum to Hoover regarding the establishment of an information bureau. Only the third Feiker recommendation, regarding the calendar, is confirmed in the Hoover Papers as being adopted.[26]

Hoover's Public Relations Team

To assist in the design and infusion of the public relations function in the Commerce Department, Hoover recruited an experienced personal staff of newspaper and periodical men. He also mobilized the civil service personnel that were already in the department for public relations work and hired additional employees specifically for public relations tasks.[27] Some difficulty was experienced in uncovering the public relations officials who were camouflaged within

the Commerce Department's organization. This appears to have been the full time public relations team composed of both former newsmen and civil service personnel.

Hoover's Personal Public Relations Assistants

Hoover's personal public relations assistants used the titles, "Assistant to Mr. Hoover" or in the case of John J. Marrinan, "Secretary to Mr. Hoover" in internal and public correspondence. It is not clear from the Hoover Papers whether these assistants actually operated from Hoover's offices or from elsewhere in the department. However, they all did use stationery from the office of the secretary.

The personal public relations assistants to Hoover, their backgrounds and approximate periods of Commerce Department service are as follows:

Name	Background	Service
Frederick M. Feiker	Vice-President, McGraw-Hill Company	1921-22
Christian A. Herter	Editor, The Independent magazine and Sportsman's Magazine	1921-24
Harold P. Stokes	Reporter, Washington and New York Evening Post	1924-26
George B. Akerson	Washington Correspondent, Minneapolis Tribune	1926-28
Donald Wilhelm	Magazine writer, The World's Work, Saturday Evening Post, etc.	1922-23
John J. Marrinan	Washington Correspondent, Boston Post	1926

As indicated above, these assistants to Hoover served him at various times during the 1921-1928 period. Their exact duties are

The Commerce Commission's deregulation, that opened the door for the full-time public television case succeeded at first, faced resistance and direct lawsuits immediate.

Bowser's Proposed Public Television Monopoly

Bowser's proposed public television monopoly was the sixteen "Lawsuits to Ty. Bowser" or in the year of 1994 a, particular "Commerce in Ty. Bowser" is examined and public corporations. It is not alone from the Bowser Tigers Bowser Group Bowser's original operated from Bowser's actions or from discussion in the commerce. However, they did did see evidence from the actions of the monopoly.

The planned public television monopoly Bowser's Bowser, that Bowser and appropriate practice or Commerce Department Bowser are as follows:

Case	Background	Outcome
Pinkerton v. Pelcor	Vice-President, Pelcor-Gill Company	Dismissed
Barfield v. Darrow	Lawyer, The Independent Magazine and Publication Commission	Dismissed
Harold P. Grover	Reporter, Washington City Star Zone Tribune Post	Dismissed
George A. Lawson	Advertising Correspondent, Pelcor-Gill Company	Dismissed
Jessica Vicinity	Reporter Writer, The Tribune Post, Pelcor-Gill Company Tribune Post, and	Dismissed
John M. Blackburn	Publication Correspondent, Tribune Post	1994

In addition case, some authority to Bowser Bowser has to Pelcor times during the 1993-1994 period. Such case, Bowser and

not outlined in the Hoover Papers, except in the cases of Feiker and Wilhelm whose duties are outlined in the descriptions of the public relations activities of the Bureau of Foreign and Domestic Commerce and the Bureau of Standards. The fact that Herter, Stokes, Akerson and Marrinan were involved in public relations policies and daily operations is confirmed in the Hoover Papers.[28]

With the exception of Feiker and Marrinan, the salaries of these personal public relations assistants were either subsidized completely or in part by Hoover. He paid the full salaries of Herter, Stokes and Akerson and referred to them as "private assistants."[29] Wilhelm was a government employee officially assigned to the Bureau of Standards at a salary of $4,500 per annum. Hoover subsidized Wilhelm's salary with another $3,500 for a total yearly income of $8,000.[30] Feiker was initially hired as a "special agent" in the Bureau of Foreign and Domestic Commerce at a salary of $10 to $15 per day.[31] After leaving the department in January, 1922, Feiker was hired at various times from 1922 to 1926 as a "consultant" to the Bureau of Foreign and Domestic Commerce with a fee of $25 per day.[32] Marrinan was initially employed as a "Regional Assistant" in the Bureau of Foreign and Domestic Commerce (see Appendix G) and in 1926 was transferred to the secretary's office. Since Marrinan used the title "Secretary to Mr. Hoover," he probably served in the private secretary position in the secretary's office which was in the $3,000 to $3,600 salary range.[33]

Career Civil Service Public Relations Staff

In addition to Hoover's personal public relations assistants, the department's decentralized public relations offices, including the press section (located in the Bureau of Foreign and Domestic Commerce) and the Publications Division (located in the office of the secretary), were manned by career civil service employees.

Paul J. Croghan, head of the press section, was charged with the entire department's press relations task, including the organization of Hoover's press conferences. In practice, the press section was the Commerce Department's media relations office.[34]

The press section was located in the Bureau of Foreign and Domestic Commerce, Editorial Division. This Division included 17 employees in the following 1927 organization:[35]

Editorial Division
Bureau of Foreign and Domestic Commerce

Position	Number(s)	Salary (per annum)
Division Chief	1	$5,600
Editor	2	2,900
Clerk	2	2,500
"	2	2,200
"	1	1,920
"	1	1,860
"	1	1,800
"	2	1,740
"	2	1,680
"	2	1,380
"	1	1,320
Total	17	$37,300

Evidence gathered from the Hoover Papers indicates that the Chief of the Editorial Division and Editor of a weekly publication

Second Grant Serving Public Relations Model

In modifying the Governor's personnel public relations assistance, the department's nonmonetarized public relations activities, including the press section (located in the Bureau of Information Services) and the Publications Division (located in the office of the secretary), were assumed by regular civil service employees.

Part 4, Congress, head of the press section, the director will the building department's press relations team, assisting the director of Governor's press secretaries. In addition, the press section was the Consumer Department's basic relations office.

The press section was assigned to the Bureau of Foreign and Domestic Commerce, National Services. This bureau includes 17 employees in the following 1977 organizations:

Additional Attorneys
Bureau of Foreign and Domestic Commerce

Positions	Number(s)	Salary (per annum)
Division Chief	1	$[illegible]
Section	1	[illegible]
Clerk	2	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
"	1	[illegible]
Total	17	$[illegible]

Evidence gathered from the Lawyer Client indicates that the chief of the Bureaucrat Services was [illegible] of a newly [illegible]

entitled Commerce Reports was Griffin Evans.[36] The assistant chief of the division was John H. Collier, therefore, Croghan probably occupied one of the editor positions at a salary of $2,900 per annum.[37] The only other editorial division employee, identified as one of Croghan's assistants, was A. W. Ferrin. Ferrin was described as a former editor of Moody's Magazine.[38] Appendix C contains a description of the 1924 activities and services provided by the Editorial Division and the press section.

The Bureau of Standards operated a small information section that worked through Croghan's press section. The civil service personnel in the Bureau of Standards information section included at least two men, Hugh G. Boutell and a Mr. Randolph (first name unknown).[39]

The Bureau of the Census hired at least one editor for the Survey of Current Business Division. This division produced the monthly publication, Survey of Current Business. The man hired as the editor of this publication was Mortimer B. Lane. Lane had worked in the Statistical Division of the Food Administration during the war and was described as the editor of a financial journal on Wall Street entitled The Street prior to his hiring in 1922.[40]

Although the other bureaus did submit weekly news material to Croghan's press section, the major Commerce Department public relations work involved the Bureau of Foreign and Domestic Commerce, the Bureau of Standards and the Bureau of the Census.[41]

The Commerce Department's Publications Division was the

department-wide liaison office with the United States Government Printing Office (GPO). All bureaus routed their material to be printed at the GPO via the publications division. The Commerce Department was a major publisher of bulletins, pamphlets, circulars and reports. It was estimated in 1924 that about 75 percent of the department's appropriation was expended on publications.[42]

Neither the manpower organization nor the budget support of the Division of Publications is ascertainable in the Hoover Papers. In December, 1927, an outline of the secretary's office personnel indicated that there were 15 employees in the publications division.[43] This outline was presented to Congress at the Congressional Hearings on the Commerce Department's proposed fiscal year 1929 appropriations. At these hearings, Thomas F. McKeon, Chief of the Publications Division, testified that $2,000 of the proposed appropriation ". . . may be expended for salaries of persons detailed from the United States Government Printing Office to act as copy editors."[44] Thus, this evidence indicates that in 1927 the publications division included 15 employees with some augmentation from the GPO.

However, six years before, in July, 1921, McKeon had submitted an internal departmental "Monthly Report of Absences" which indicated that 33 employees were in his publications division.[45] Also, in a March, 1922 memorandum to Hoover, McKeon stated that during the fiscal year 1923 there would be a 20 percent increase in publications division work which would cost an additional $22,000, not including personnel costs.[46] Attaching a list of new machinery and supplies to

this memorandum, McKeon claimed that he needed $16,300 worth of material and new machinery to complete the 1922 requirements. McKeon concluded his 1922 memorandum with a request for four clerks to be detailed from the Bureau of Foreign and Domestic Commerce in addition to the one he already had. McKeon had claimed that 90 percent of the publications division's 1922 duplicating, addressing and mailing work was done for that bureau. Thus, in July, 1921, there were 33 employees listed in the publications division and in March, 1922, the increased work load seemed to demand more manpower, machinery and supplies.

Up to the time of the December, 1927 Congressional Hearings on the Commerce Department's appropriations for fiscal year 1929, no evidence was found that indicated any large duplicating section outside the publications division. At these hearings Dr. Julius Klein, Director of the Bureau of Foreign and Domestic Commerce, stated that he needed an increase of $5,000 over the fiscal year 1928 salary appropriation for his bureau. Under questioning about the increase, Klein stated it would be used for additional employees needed for multigraphing and mimeographing work in his bureau's duplicating section. Klein told the Congressmen,

> I might say, in passing, that the work in that particular unit of the bureau [duplicating section] has increased 39 percent in the last year [1926] . . . Of course, we have to draft men from other parts of the service to help out, but these units have a greater record of overtime than any other branch of the service.[47]

Dr. Klein then inserted into the hearing record a breakdown of his bureau's administrative offices and personnel. This breakdown

Bata management, Scheme claimed that in needed 250,000 worth of material and new machinery to complete the 1970 requirements. Scheme concluded that 1970 commitments at a reduced for Bata claims to be obtained from the Ministry of Finance and Economic Planning. In addition to the one he already had. Scheme had planned that to present at the ministerial's 1970 negotiations, concerning the building work was done for that bureau. Then, in July, 1970, there was 10 employees listed in the ministerial division and in March, 1971, the increased work load proved to demand more resources, machinery and supplies.

By the time of the December, 1971 Commonwealth Heritage to the Commerce Department's requirements for March year 1972, we evidence the fund has indicated our large functionary machine work- ade the ministerial division. As Mayor Mathieson, Mr. Allan Clark, director of the Bureau of Foreign and Domestic Commerce, stated that he needed an increase of 6,000 over the March year 1972 salary requirements for the bureau. Under consulting major the increase, Mr. Allan stated it would be used for additional employees needed for multilingual and stenographic work in the bureau's negotiating sessions. Also with the Commission.

> I might say, in passing, that the work in this particular unit of the bureau (negotiating matters) has increased 2 percent in the last year (1972) . . . Of course, we have to study our time other people of the service to help us, but these units have a greater record of overtime than any other branch of the service.[1]

Mr. Clark then turned into the hearing record a memorandum of the bureau's substantive duties and responsibilities. This memorandum

differed from prior bureau organization charts by showing a duplicating section.[48]

The breakdown of the bureau's duplicating section was as follows:[49]

Duplicating Section
Bureau of Foreign and Domestic Commerce

Position	Number(s)	Salary (per annum)
Clerk	1	$ 2,100
"	1	1,620
"	1	1,560
"	1	1,500
"	3	1,440
"	3	1,380
"	4	1,320
"	3	1,260
Messenger	1	900
"	2	600
Total	20	$26,400

It is possible that, due to the large duplicating work load for the Bureau of Foreign and Domestic Commerce, a new duplicating section was organized within the bureau itself or that the above duplicating section, while funded and listed under the Bureau of Foreign and Domestic Commerce, was merged with the publications division for daily operations and administration. At any rate, the combined total of 35 personnel (publications division, 15 and the bureau's duplicating section, 20) may be a more realistic manning level for the printing and duplicating function in the Commerce Department. The department's annual appropriations for printing and binding will be mentioned in the next chapter.

different from those whose responsibilities should be working in Qualitative Prep section.

The breakdown of the bureau's qualitative section was as follows:[12]

Qualitative Section
Years of Training and Tenure in Grades

Position	Number(s)	Salary (per annum)
Clerk	1	$ 2,300
"	1	2,000
"	1	2,200
"	1	2,000
"	1	2,100
"	1	2,300
"	1	2,200
"	1	2,000
Messenger	1	300
"	1	300
Total	10	$20,500

It is possible that, due to the large qualitative work load for the bureau of Foreign and Domestic Commerce, a new qualitative section was organized which was known "as" or "as" the Qualitative section, while Prepd was listed under the bureau of Foreign and Domestic Commerce, was merged with the qualitative section for daily operations and administration. By the 1920s, the bureau had at its terminal (qualitative) division, 10 and the bureau's qualitative section, 17; may be a more realistic staffing level for the qualitative and qualitative function in the commerce department. The department's annual appropriations for statistical and binding will be mentioned in the next chapter.

The most important aspect of the publications division and the duplicating section, from the public relations viewpoint, is the physical ability of the printing plant to mass produce "handout" material and circulars on short notice. The best account of the Commerce Department's printing plant resources is given by F. R. Cowell in his 1931 study of "Government Departments and the Press in the U.S.A."[50]

Cowell maintained that the "near printing" processes, such as mimeograph, multigraph and rotaprint (offset), had given the federal government a major publicity tool. He stated,

> Relying on these "near printing" processes the Federal Government Departments have created a machine for administration publicity which is not only relatively immune from the scrutiny of the budgetary committees who have laid heavy hands on printing appropriations, but is also completely under their own control and not centralised [sic] in an independent establishment (the Government Printing Office for instance).[51]

The Commerce Department had by 1931 developed the largest "near printing" plant of the executive departments, according to Cowell. After presenting a detailed description of the Commerce Department's printing plant, Cowell ranked the Department of Agriculture's plant as a close runner-up in size.[52] For fast production of press releases and other handouts, the Commerce Department had nine mimeograph machines available in 1931.[53]

As mentioned earlier, the manpower strength of the publications division varied due in part to the detailing of editors from the GPO and clerks from the bureaus within the department. A memorandum from

Donald Wilhelm to Christian Herter indicates the 1923 volume of mimeograph work, the support that the bureaus gave the publications division, and the fact that the Bureau of Foreign and Domestic Commerce was the chief supporter of the press section and mimeograph machine operation. Wilhelm stated,

> . . . the Bureau of Foreign and Domestic Commerce pays for the maintenance of the news room [press section] and for the mimeographing, which in one six day period footed up to half a million words, nearly all for the Bureau of Foreign and Domestic Commerce. As a result, I urged Dr. Stratton [Director of the Bureau of Standards], with the cooperation of Mr. McKeon [Chief of the publications division], to furnish the publications office with a new mimeographing machine, a new typewriter, an operator, and a big supply of mimeograph paper. At the same time, each of the other Bureaus were levied for support for the publications office.[54]

There may have been mimeograph machines located elsewhere in the department besides the publications division and the Bureau of Foreign and Domestic Commerce duplicating section. For example, Dr. Klein indicated to Hoover in a June, 1923 memorandum that he had suggested to the Rubber Association (a private trade association) that they install a mimeograph machine in the bureau's rubber commodity division "at their expense."[55]

In summary, the Commerce Department's public relations organization was for the most part decentralized in the bureaus. There was a press office which coordinated the department-wide press contacts. Hoover's personal public relations assistants coordinated most of the department's public correspondence and maintained general supervision over the publicity efforts of the department, however, most of the

day-to-day public relations work was carried on routinely at the bureau level by civil service personnel. Officially public relations was not part of anyone's job description, but in actual practice the public relations function was decentralized throughout the department. Delbert Clark in his book, Washington Dateline, referred to Hoover's public relations team saying,

> The press agents of Hoover . . . were little more than information officers in the strictest sense. For the most part they were not highly paid, highly trained ex-newspaper or professional publicists but civil servants assigned the task, or in some cases broken-down old correspondents grateful for an obscure berth in which to spend their declining years.[56]

The Bureaus Touching Business

The three bureaus that were mainly involved in the Commerce Department's public relations activities during the 1921-1928 period were: (1) The Bureau of Foreign and Domestic Commerce, (2) The Bureau of Standards, and (3) The Bureau of the Census. Therefore, this study is, for the most part, limited to these bureaus. Hoover stated in his Memoirs that he took the Bureau of Foreign and Domestic Commerce and the Bureau of Standards "under my own wing" and left the operation of the other bureaus to Assistant Secretary of Commerce Claudius H. Huston and the department's solicitor, Stephen B. Davis.[57]

Bureau of Foreign and Domestic Commerce

As its name implies, this bureau was charged with the task of supplying both foreign and domestic trade information to American businessmen and farmers to assist them in establishing new markets.

day-to-day public relations work was devolved to residents at the bureau level by field service personnel. Ultimately public relations was left up to regular job descriptions. But in making recruiting the public relations function was decentralized through the department. Bureaus think on his own, *Employer in Equality*, summarized a Treasury's public relations task as follows:

> The prime agency of bureau . . . have little more than the information officers in the structural areas. For the most part they are not adept and highly trained communicators or professional publicists and still marginally understand the task, or in some cases bureau-wide use a correspondence guide that they are obliged bound to adhere to which their decision process.[26]

The Bureau Planning Business

The three bureaus have been quite involved in the Department's public relations activities during the 1971-1976 period. (1) The Bureau of Foreign and Domestic Commerce, (2) the Bureau of Standards, and (3) the Bureau of the Census. Therefore, this study is, for the most part, limited to these bureaus. Information in the *Employer* that be used for bureaus or Foreign and Domestic Commerce and the Bureau of Standards "under up the cover" and lack the operation of the other bureaus in Industrial Relations of Commerce. Elucidate it. Thereon was the department's activities, Stephen H. Lewis,[27]

Bureau of Foreign and Domestic Commerce

In its own logistics, this bureau was charged with the task of supplying full foreign and domestic trade information to business businessmen and farmers to assist them in maintaining the economic

Hoover stated that he found the bureau in a "feeble" condition in 1921.[58] As reported in the New York Times, he reorganized the bureau into fifteen new commodity divisions to better serve American business clients, who were already organized along commodity lines.[59] The heads of the new commodity divisions were nominated by the business community.[60] Hoover also created a new Domestic Commerce (technical) Division to specialize in domestic marketing problems.[61]

Donald Wilhelm, a department employee, wrote in The World's Work that the bureau reorganization was a major innovative step in the gathering and handling of business information. He stated,

> Mr. Hoover had developed an advantageous interdependence of business and government in the United States. . . . But his contribution, as I see it, is that he has established and extended the science of fact engineering on a national scale to whole industries and to industry as a whole.[62]

Hoover wrote to President Harding in June, 1922, about the reorganization of the Bureau of Foreign and Domestic Commerce which he described as part of "the constructive growth of the Department."[63] A year later, in June, 1923, Hoover again wrote the President regarding the reorganization of the bureau's commodity and other divisions. He stated that there were now over 35 new divisions and sub-divisions tuned to the needs of different branches of industry. Hoover stated that the reorganization had been undertaken with the following general missions in mind: (1) To build up cooperation between the department and American exporting industries, (2) To build necessary strategy for the expansion of foreign commerce in each particular industry,

Hoover stated that he feared the bureau is a "fertile" condition for graft.[79] As reported in the New York Times, he accompanied the bureau chief fifteen new commodity divisions to battle score American business clients, ten were already organized along commodity lines.[80] The basis of the new commodity divisions were enunciated by the trade association commodity.[81] Hoover also created a new Domestic Commerce (Bureau) Division to specialize in domestic marketing problems.[82]

Herbert Hoover, a department employee, wrote in his Memoirs that the bureau had the bureau investigations and a major innovative role in the gathering and handling of business information. He wrote,

> Mr. Hoover had developed an advantageous interdepartmental of business and government in the United States. . . . The file contributions, as I saw it, in that he has consolidated and extended the policies of fact-gathering of a rightness which to which industries and to industry as a whole.[83]

Hoover wrote in President Harding's Jung, 1921, about the reorganization of the Bureau of Foreign and Domestic Commerce which he described as part of the constructive period of the Department.[84] A year later, in June, 1922, Hoover again wrote the President regarding the reorganization of the bureau's commodity and other divisions. He stated that there were now over 30 new divisions and sub-divisions based on the needs of different branches of industry. Hoover stated that the reorganization had been undertaken with the following general objectives in mind: (1) To build up cooperation between the department and American supporting industries, (2) To build necessary authority for the expansion of foreign commerce in each principal industry,

and (3) To maintain an adequate foreign staff of experts to obtain results. Hoover concluded that, "The whole operation has been one of cooperation and service to industry and commerce."[64]

Following the reorganization, the bureau's Washington office was composed of fifteen commodity divisions, nine technical divisions and ten administrative offices.[65] An outline of the bureau's Washington and domestic field organization is contained in Appendix D.

Throughout the United States, the bureau maintained district and "cooperative" field offices to assist in the collection and dissemination of business information. The district offices were manned by bureau personnel while the "cooperative" offices were manned by employees of the local chamber of commerce or trade association. The bureau required that at least one person in the cooperative offices work full time on trade information matters and paid the designated person one dollar a year to provide him with official status. The trade associations or chambers of commerce footed the entire bill for the cooperative office's personnel and physical facilities. The same information services that were channeled through the district offices were also available through the cooperative offices.[66]

In 1915 the bureau had first established eight district offices. The number of district offices stood at nine in 1922 and grew to a total of 23 district offices by 1929.[67] The "cooperative" office concept was created while Hoover was secretary. As listed in Appendix D, there were 33 cooperative offices in 1928, growing to a total of 43 such offices by 1929.[68]

In addition to the network of domestic field offices, the bureau maintained foreign trade offices. In Washington, one of the technical divisions was the Regional Information Division. This division was divided into sub-divisions dealing with the geographical areas of Latin America, the Far East, Western Europe, and Eastern Europe and Levantine. In 1915 the bureau initially stationed commercial attaché in ten of the leading foreign American Embassies.[69] In 1922 the number of foreign commercial attaché offices was 27 with the number growing to a total of 57 by 1929.[70] Hoover referred to these commercial attaché as "hounds for possible American sales."[71] In addition, there were traveling "trade commissioners" who worked in Washington on a specific commodity group and traveled abroad in search of new markets.

Since the initial 1915 overseas deployment of the bureau's own commercial attaché, there had been jurisdictional disputes between the State and Commerce Departments regarding foreign trade relations.[72] This conflict of interests was legally ended on March 3, 1927, when the Hoch Act established the Bureau of Foreign and Domestic Commerce "foreign service" on a permanent legislative basis.[73]

The total number of department employees engaged in foreign and domestic field work is significant. In 1928 over half of the employees of the entire Commerce Department, 9,709 out of a total of 15,858, were stationed abroad or in stateside field offices.[74]

Former Secretary of Commerce William C. Redfield had supervised the initial placement of both foreign and district field

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Former Secretary of Commerce William C. Redfield had supervised the initial placement of both foreign and district field

offices while secretary from 1913-1919. He praised Hoover's efforts in enlarging the bureau. In 1923 Redfield stated,

> As reorganized and as further developed by my successor with enlarged funds, this great commercial service is a powerful factor in America's foreign trade and has won outspoken praise and the flattery of imitation from the governments of competing countries.[75]

In his conclusions regarding The Growth of the Federal Government 1915-1932, Carroll H. Wooddy has stated,

> The change of greatest apparent significance was the tremendous expansion of activities designed to control and promote commerce and industry and transport on sea and land. . . . government activity in the field of commerce and industry was much more extensive at the end of the period than at the beginning. Outstanding developments in this field include the unprecedented expansion of services to commerce performed by the Bureau of Foreign and Domestic Commerce. . . .[76]

Wooddy also commented that between 1915 and 1931 the bureau "personnel increased over 900 percent and expenditures nearly 1,300 percent.[77]

Special mention should be made of the bureau's machinery and personnel involved in public relations. Appendix C contains a description of the expanded duties of the bureau's press and editorial branches. Before Hoover came to the department, these offices had been limited to parochial bureau publicity.[78] As mentioned earlier, these editorial and press offices became the press information center for the entire Commerce Department.

Frederick M. Feiker, Hoover's public relations assistant, was directly involved in reorganizing the bureau's press and editorial offices for the larger departmental information task.[79] Appendix E

contains the text of a letter from Paul J. Croghan, head of the bureau's publicity office, to Feiker regarding the May, 1921 status and past history of the bureau's publicity efforts.

The public relations role of Frederick M. Feiker in both the Bureau of Foreign and Domestic Commerce and in relation to the elimination of waste program in the Bureau of Standards was a significant one.[80] As a McGraw-Hill Vice-President "on leave" at the department, Feiker had extensive contacts in the business press that could be utilized to the department's advantage. Appendix F contains the text of a letter that Feiker wrote to the editor of the McGraw-Hill "Sales Letter" in September, 1921. This letter describes Feiker's duties and observations after a few months at the department. In relation to the Bureau of Foreign and Domestic Commerce, Feiker described his duties as: (1) a consulting editor of Commerce Reports, (2) a representative of the secretary's office in the commodity organization, and (3) a general contact man with industry regarding commodity work.[81]

In his letter Feiker observed that, ". . . our business men if they are to meet future conditions must think collectively as well as individually."[82] Feiker called for more editors to come to Washington and concluded his letter saying, "I will only add that what I have really been trying to do down here is to make a McGraw-Hill organization in the Government."[83]

The Director of the Bureau of Foreign and Domestic Commerce, Dr. Julius Klein, had been recruited from Harvard University where

he was a professor of Latin American History and Economics. He also served as a commercial attaché in Latin America.[84] Klein was interested in and actively pushed his bureau's public relations efforts. He frequently sent Hoover special press clippings and other quantitative feedback concerning the bureau's publicity program.[85]

As mentioned before, the Commerce Department's public relations activities were decentralized at the bureau level. In the case of the Bureau of Foreign and Domestic Commerce, there were several employees who had either journalism or other related public relations experience. Appendix G contains a brief rundown on some of the bureau's personnel and indicates a Washington to Shanghai decentralized group of employees with public relations experience.

One of the employees listed in Appendix G was John J. Marrinan, the former Boston Herald correspondent. After transferring to the secretary's office, Marrinan wrote a memorandum to Hoover concerning publicity policy on March 29, 1926.[86] Appendix H contains the text of the Marrinan memorandum which indicates that Hoover had not laid down a written department-wide publicity policy up to that time.

In summary, Hoover's reorganization of the Bureau of Foreign and Domestic Commerce included: (1) creation of new commodity and technical service divisions, (2) expansion of the bureau's foreign and domestic field offices and (3) the attainment of legal status for the bureau's commercial attaché service. In the public relations area, Hoover, with the assistance of Frederick M. Feiker, expanded the bureau's editorial and press offices into a department-wide information center.

by and a production of Jacob Javits Centre Solutions and Services. He also served as a successful attorney in Jacob Javits.[18] Jacob was instrumental in and actively pushed the Senate's public relations efforts in frequently used Tower special group advisors and other relative leaders concerning the Senate's policies program.[19]

As mentioned before, the Commerce Department's public relations activities were characterized as the "worst ever." In the wake of the Bureau of Finance and Economic Commerce, there were publicity problems and had active journalists or other related public relations officers. Commerce's problem a brief problem on some of the Senate's personnel and indicated a tendency to disregard documented good group of employees with public relations experiences.

One of the employees filed to appeals a new job in Commerce, the Tower Public Relations commission. After submitting to the secretary's office, Bureau made a recommendation to Senate assessing publicity policy on March 20, 2010.[20] Appeals a modified the case of the Tower commission which indicated that Bureau had new Jacob then a written departmental publicity policy so to that time.

In summary, Tower's reorganization of the Bureau of Finance and Economic Commerce included: (1) creation of new commerce and business service divisions, (2) separation of the bureau's foreign and domestic trade offices and (3) the establishment of legal advice for the bureau's commercial attache service. In the public relations area, Tower, with the assistance of Professor X. Tabor, reported the bureau's editorial and press officer into a department-wide information center.

Bureau of Standards

The Bureau of Standards was responsible for the testing of materials for the federal government, the custody of legal weights and measures of the United States, and was the site of a national physical science laboratory used in standardization work.

This bureau was involved in Hoover's elimination of industrial waste program in the areas of "standardization" and "simplification."[87] An example of the standardization work was in the elimination of unnecessary varieties of paving brick. In 1921 there were 66 varieties of paving brick produced by different manufacturers. Ten of these varieties accounted for 83.1 percent of the total number sold in 1921. The bureau worked with the manufacturers and distributors in eliminating 56 varieties of paving bricks that accounted for only 16.0 percent of their sales.[88] In the bureau's simplification efforts it developed a specification directory with 27,000 items related to 6,600 commodity groups. This directory was used by the government in its purchasing of material and, therefore, had some economic coercive effect in bringing manufacturers into the specified standardization program.[89]

During Hoover's tenure as secretary the following divisions, devoted to standardization and simplification work, were established in the Bureau of Standards:

(1) Building and Housing Division (1921)
(2) Division of Simplified Practice (1922)
(3) Division of Specifications (1927)

Bureau of Standards

The Bureau of Standards was responsible for the testing of materials for the federal government, the enforcing of legal weights and measures of the United States, and was the site of a research and development laboratory that in standardization work.

This bureau was involved in Hoover's administration of industrial waste programs in the areas of "standardization" and "simplification."[17] An example of the standardization work was in the elimination of unnecessary varieties of paving bricks. In 1921 there were 66 varieties of paving bricks produced by individual manufacturers; ten of these varieties consumed the 91.5 percent of the total market sold in 1923. The bureau worked with the manufacturers and distributors to eliminate 36 varieties of paving bricks that consumed the only 3.5 percent of their sales.[18] In the bureau's simplification activity it developed a specification standard with 17,000 items reduced to 6,000 commodity groups. This standard was used by the government in the purchasing of materials and supplies, and was somewhat successful either in bringing manufacturers into the specified standardization program.[19]

During Hoover's tenure as secretary the industrial activities devoted to standardization and simplification work, were subsidiaries to the Bureau of Standards.

(17) Building and Housing Bulletin (1923)
(18) Division of Simplified Practice (1923)
(19) Division of Simplification (1923)

Public relations was an integral part of the work in these new divisions. The bureau had no direct regulatory authority to force its standards and simplification proposals on the manufacturers, therefore, it worked through persuasion. Hoover explained the bureau's method of gaining voluntary cooperation saying,

> Our method in this field, as in others, was a study of the particular subject, and a preliminary meeting of the trades concerned. If they were interested, committees were created which developed recommendations. A circular was sent out by the Department on behalf of the committees to all members of the trade, both producers and consumers, giving the recommendations and asking for acceptance. When acceptances were sufficient to warrant action, the recommendations were promulgated by the Department as the desirable simplification or standard for the trade.[90]

In addition to the regular Bureau of Standards employees, there were "cooperative research assistants," supported by various industries, working in the bureau during the 1920s.[91]

The public relations organization of the bureau was stimulated by Hoover's assistants; Frederick M. Feiker and Donald Wilhelm. Wilhelm studied the bureau's meager publicity organization then being handled (1922) by one man, Hugh G. Boutell. Appendix I contains the text of Wilhelm's report on the condition of the bureau's public relations machinery and possible improvements for it.[92] Wilhelm began his report to Dr. Samual W. Stratton, Director of the Bureau of Standards, by saying,

> What I have been trying to do, and what the Secretary and you yourself asked me to do, is to work out a plan by which the Bureau could be haled /sic/ out from under its

bushel and get the much larger share of newspaper and magazine publicity (especially popular magazine news publicity), that its achievements clearly warrant it in receiving.[93]

Wilhelm's proposals to Stratton included a call for closer liaison with the Bureau of Foreign and Domestic Commerce press section and a Bureau of Standards "news bulletin" to help fill the bureau's information gap.[94]

The bureau had two general classes of information, according to Wilhelm: (1) Technical information--which could be handled by a technical editor, and (2) General information--which could be handled by a regular news editor. Wilhelm was a magazine writer and preferred to handle the bureau's periodical media contacts. In an October, 1922 memorandum to Hoover, Wilhelm indicated that he desired to "get out from under all news work."[95] In regard to the bureau's technical information and news for the daily press, Wilhelm noted that Dr. Stratton had, ". . . at last consented to put a news man to work at Standards and Mr. Randolph is at work, trying out, and since I can probably induce the technical news editors to loan at their own cost a man to handle the technical material of the Bureau for the technical papers . . . I [can] take care of the Bureau in relation to the popular periodicals. . . ."[96] Appendix J contains the text of the October, 1922 memorandum from Wilhelm to Hoover.

The fact that Hoover took part in the shaping of the Bureau of Standards public relations organization is confirmed in a November 1, 1922 memorandum by Wilhelm. This memorandum indicates that a meeting

was held on the reorganization of the bureau's publicity efforts with Hoover, Stratton, Croghan, Randolph and Wilhelm attending.

Appendix K contains the memorandum record of the meeting. Wilhelm reported that the following routine work flow was decided:

(1) News and routine information would flow from Randolph through Croghan's press office to the media.

(2) Wilhelm would handle for the bureau, "Prepared stuff for planting in individual magazines with special requirements," and "Work evolving from contacts with editors who assigned their own men, or with writers who do the work and take the suggestions to editors."

(3) Wilhelm was to handle the "field of magazine contacts for the entire department."[97]

In summary, the Bureau of Standards information organization was relatively small. Most of the bureau "news" was fed through the press section located in the Bureau of Foreign and Domestic Commerce. Hugh G. Boutell handled the bureau's "news bulletin" and Mr. Randolph handled the news releases. Wilhelm worked with the periodicals and recruited outside technical editors to work at the bureau, at no cost to the government. By January, 1923, Wilhelm felt that the bureau's public relations machinery was functioning smoothly.[98] Appendix L contains the text of a January, 1923 memorandum from Wilhelm to Herter in which Wilhelm discussed the bureau's and department's public relations organization.

Bureau of the Census

The main task of this bureau was to conduct the decennial

census. However, in addition it had the resources to gather other statistics that were of value to the American business man. One of Hoover's goals in the elimination of waste in industry was to provide better statistical data on which to base business planning.[99] Robert K. Murray referred to the lack of sound business data stating,

> In 1920-21 there also was too little quantitative information available on purchasing power and the course of industrial production. The art of economic prognostication and statistical evaluation was still in its infancy.[100]

As Hoover took over the department in the midst of a depression, he wanted to know just where American business stood in relation to past records and he found the quantitative data scattered throughout the government and private business associations in a disorganized fashion.[101] Donald Wilhelm reported in The World's Work that Hoover found the 1921 Census Bureau "behind in methods" with no statistical service of immediate use to industry.[102] The Census Bureau did conduct analyses of major industries but they were only published annually or at longer range five-year intervals.[103]

Harold P. Stokes commented in the New York Evening Post that, "Statistics are unpalatable fare to most of mankind. Few people relish them. Hoover eats them alive."[104] Hoover was very much interested in establishing a central clearing house for business statistics. In a letter to President Harding in June, 1921, Hoover called for a consolidation of federal government collection and publication points involving statistical business information.[105] After

complaining about the decentralized "shotgun approach" of the government collection of business facts, Hoover cited as examples of the scattered business data collection, the Geological Survey (Interior Department), the Bureau of Mines (Interior Department), and the Bureau of Customs Statistics (Treasury Department). As indicated earlier in this study, all of these activities were transferred to the Commerce Department during Hoover's tenure as secretary.[106]

In his June, 1921 letter to the President, Hoover had called for a prompt and comprehensive monthly publication of fundamental business data to help halt previous over-expansion and over-speculation. In July, 1921, the Census Bureau inaugurated the publication entitled the Survey of Current Business. This monthly publication was issued as a supplement to the weekly Commerce Reports.[107] In Hoover's June, 1921 letter to the President he had indicated that there was a broader public relations value to such a business publication. He said,

> At the same time it /the new publication/ gives courage in times of depression as it tends to correct public psychology by giving a properly weighted idea of the very large continuing activities often overlooked in the midst of pessimistic outlook.[108]

The public relations organization within the Census Bureau was centered around a new Survey of Current Business Division. This division was the bureau's editorial arm, headed by a "special agent," L. Seth Schmitman. Also in the division was "special agent," Mortimer B. Lane, editor of the Survey of Current Business.[109] Lane routed his copy through Croghan's press section to the secretary's office

specifically about the decentralized Federal system of the government collection of business data, Hoover cited as examples of decentralized business data collection, the Geological Survey (Interior Department), the Bureau of Mines (Interior Department), and the Bureau of Foreign Commerce (Commerce Department). As indicated earlier in this study, all of these activities were transferred to the Commerce Department during Hoover's tenure as secretary.[300]

In his June, 1921 letter to the President, Hoover had called for a prompt and comprehensive monthly publication of commercial business data to help halt previous over-expansion and over-speculation. In July, 1921, the Census Bureau inaugurated the publication entitled the Survey of Current Business. This monthly publication was issued as a supplement to the weekly Commerce Reports.[301] In Hoover's view, 1921 letter to the President he had indicated that there was a broader public relations value to such a business publication. He said,

> At the same time it [the new publication] gives evidence in times of depression as it tends to correct public psychology by giving a properly weighted idea of the very large constructive activities often overlooked in the midst of pessimistic economic news.[302]

The public relations organization within the Commerce Bureau was centered around a new Survey of Current Business Division. This division was the bureau's editorial arm, headed by a "special agent," L. Dana Hoover. Also in the division was "special agent," Lucien B. Lane, editor of the Survey of Current Business.[303] Lane worked his copy through Congress's press gallery to the newspaper's editor

for approval prior to publication.[110]

The Census Bureau's expenditures and personnel levels were subject to a great deal of flux during the 1920s, thus affecting the department's expenditures and personnel levels. These Census Bureau changes had nothing directly to do with public relations and were due to the hiring and laying off of temporary census field assistants. These field assistants were involved in special periodic industrial census work besides the regular decennial census.[111]

In summary, from the public relations viewpoint, the Bureau of Foreign and Domestic Commerce had the largest organization followed by the Bureaus of Standards and Census respectively.

Department Internal Relations

In the department-wide internal relations role, Hoover established a weekly Saturday morning conference for "all important Department officers."[112] Hoover's personal public relations assistants were allowed to attend these conferences, but the record of attendees indicates that the bureau working level public relations personnel, such as Croghan, were not. These conferences were strictly "off the record" and therefore, the only documents relating to the topics discussed are typed lists of questions that were submitted in advance for each conference by the bureaus.[113] The questions were addressed to Hoover and concerned either basic policy or specific timely problems. Public relations policy was discussed at these department-wide conferences. For example, on January 6, 1923, the list of conference questions included, "Wouldn't it be practicable

to establish an official central bureau of information?"[114] Another question submitted on October 19, 1923, was as follows:

> President Eliot has recently written on the "Blight of Standardization." Are there precautions that the Department of Commerce should take to dissipate this philosophy of President Eliot? Should publicity be given to the view that standardization on the average increases human power and freedom?[115]

And finally, on October 3, 1925, the conference agenda included, "Will you for the information of the newer members of your official family say something as to the policy of the Department on publicity and its details as affecting our various bureaus?"[116] A handwritten note alongside this latter question read, "Consult Croghan. Prepare written statements and have them OK'ed in advance."[117] The author of the note is unknown. The writing, according to officials at the Herbert Hoover Presidential Library, was not Hoover's.[118] The author of the note may have been Harold P. Stokes, Hoover's personal public relations assistant.

These weekly conferences were the only regular internal relations medium that Hoover used during his tenure as secretary. Evidence indicates that Donald Wilhelm asked Hoover to approve an internal mimeographed department "house organ," but no evidence of such an organ was found.[119] Wilhelm also tried to interest Dr. Samuel W. Stratton, director of the Bureau of Standards, in ". . . the practicability of your starting a little mimeograph sheet about the personnel of the Bureau. . . ."[120] No evidence of such a publication was found

be mobilized in efforts to secure houses of worship."[111] Another question included in the October 20, 1967, note is follows:

> President Ford is now recently writing on the "Origin of Neighborhoods." Are there some recommendations that the Department of Commerce should make to stimulate this philosophy of President Ford, Sidney? Should publicity be given to the star-studded attendance/support on the meetings Secretaries Romney power and Hodgson?[112]

And finally, on October 3, 1975, the memorandum agenda included, "Will you for the information of the press members of your official family why promoting or in the policy of the Department on publicity and its details on attracting our minority business?"[113] A handwritten note accompanies this October question mark, "Sensitive stuff." Previous written statements had been "defined in advance."[114] The author of the note is unknown. The writing, according to officials in the Nixon Library Presidential Library, is not Nixon's.[115] The author of the note may have been Harold T. Shubin, Nixon's personal public relations assistant.

These weekly memorandums were the well-regarded informal mechanisms that Nixon used during his tenure as President. Experience indicates that Nixon's attitude would change to approve an informal informal documents "based upon," but no evidence of such an origin has found.[116] Shubin also helped to introduce Mr. Sawyer to Nixon, director of the Bureau of Statistics, in ". . . the possibility of your planning a Trivia Encyclopedia about the personnel of the Bureau. . . ."[117] No evidence of such a publication has found

in the Bureau of Standards papers. However, the Bureau of Foreign and Domestic Commerce had its own mimeographed newsletter entitled, "Family Gossip For the Foreign Staff."[121] No internal information organs were discovered in the Census Bureau.

The Commerce Department record from 1921-1928 indicates that Hoover rebuilt his department with the goal of providing timely business information to assist in the elimination of industrial waste. To provide a smooth flow of business information, Hoover built a public relations organization with both a foreign and domestic reach. Within the expanded department's bureaucracy, he buried a decentralized staff of both former newsmen and career civil service personnel who worked full time on public relations matters.

On March 4, 1921, Hoover had taken office declaring that his department would help foster a constructive spirit of cooperation.[122] Hoover demonstrated by his 1921-1928 development of a strong Commerce Department public relations organization that he recognized the role of persuasion in achieving the "spirit of cooperation."

By 1926 Hoover had built his department into one of the largest executive departments of the federal government. In an address in Seattle, Washington on August 21, 1926, Hoover discussed the cooperative spirit in regard to harnessing the nation's water resources. After touching on federal, state and municipal cooperation, Hoover said,

> . . . Nor am I about to propose any extension of Federal bureaucracy. I want to see more local responsibility. Moreover, we are a democracy and must proceed by persuasion.[123]

FOOTNOTES TO CHAPTER II

[1]Mark Sullivan, Our Times The Twenties, Vol. VI (New York, 1940), 154.

[2]"Cabinet Members Take Up Duties In Varied Scenes," New York Times, Mar. 6, 1921, p. 1.

[3]"Outlines Hoover's New Trade Policy," New York Times, Mar. 10, 1921, p. 3.

[4]Ninth Annual Report of the Secretary of Commerce (Washington, D.C., 1921), 2.

[5]Ibid.

[6]See Herbert Hoover, The Memoirs of Herbert Hoover, Vol. II (New York, 1952), 62-63 for a more detailed outline of Hoover's goals.

[7]Federated American Engineering Societies, Report of the Committee On Elimination of Waste In Industry, Waste in Industry (New York, 1921).

[8]Ibid., V-IX.

[9]Ibid., 29.

[10]Ibid., 30.

[11]Hoover, Memoirs, Vol. II, 31.

[12]Waste In Industry, 30-33.

[13]Ibid., 30-31.

[14]Hoover, Memoirs, Vol. II, 62.

[15]Ibid., 45.

[16]Ibid., 40; In 1913 a new Department of Labor was created to administer the labor interests (32 Stat., 825, 6).

[17]Ibid., 36, 71-72, 109; For a brief but detailed view of the sharp conflict of interests between Secretary of Agriculture, H. C. Wallace and Hoover see James H. Schidler, "Herbert Hoover and the Federal Farm Board Project, 1921-1925," Mississippi Valley Historical Review, Vol. XLII (March, 1956), 710-729.

[illegible]

[illegible]

[illegible]

[18] Ibid., 44, and W. Hawley Ellis, "Herbert Hoover and the Expansion of the Commerce Department," Herbert Hoover Presidential Library, West Branch, Iowa, Accession No. 175 (April, 1970).

[19] Carroll H. Wooddy, The Growth Of The Federal Government 1915-1932 (New York, 1934), 173, 472, 468, 165, 179, 191.

[20] F. R. Cowell, "Government Departments and the Press in the U.S.A.," Public Administration, IX (April, 1931), 216.

[21] Hoover Papers, Secretary of Commerce Official File, Box 74, "Miscellaneous 1923-1928" folder contains a department organization chart; also see United States Daily, Oct. 14, 1926, p. 1 for authorized Department of Commerce organization chart. Hereafter "Secretary of Commerce Official File" is cited as "SOCOF."

[22] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to H. Hoover, October 30, 1922 and Memorandum, unsigned with no addressee, Nov. 1, 1922.

[23] Hoover Papers, SOCOF, Box 123, "Feiker, F. M. Official Statements to Press" folder, Memorandum, P. J. Croghan to F. M. Feiker, May 28, 1921. This document indicates the department's publicity, prior to Hoover's secretaryship, was limited to the meager efforts of the editorial division in the Bureau of Foreign and Domestic Commerce.

[24] Hoover Papers, SOCOF, Box 83, "Reorganization of the Department of Commerce" folder, Letter, H. Hoover to A. B. Fall, June 8, 1921.

[25] Hoover Papers, SOCOF, Box 123, "Feiker, F. M., Bureau of Census" folder, Memorandum, F. M. Feiker to H. Hoover, May 27, 1921.

[26] Hoover Papers, SOCOF, Box 76, "Croghan, P. J. 1921-1925" folder, Memorandum, J. Klein to Bureaus, Aug. 2, 1923; and Box 86, "Wilhelm, Donald" folder, D. Wilhelm to H. Hoover, Feb. 16, 1922.

[27] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to H. Hoover, Oct. 30, 1922 and Box 79, "Surface, Frank M." folder, Memorandum, C. A. Herter to O. P. Hopkins, Oct. 7, 1921 and Memorandum, C. A. Herter to F. M. Surface, Oct. 15, 1921. All these memos regarded the hiring of personnel specifically for public relations work.

[28] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Letter, D. Wilhelm to C. A. Herter, Jan. 19, 1923; Box 239, "Publicity" folder, Memorandum, H. P. Stokes to J. Williver, June 19, 1925; Box 201, "Motion Pictures 1926-1928" folder, Letter, G. Akerson to H. E. Aitken, Oct. 15, 1926; and Box 75, "Crogher, P. J. 1926-1927" folder, Memorandum, J. J. Marrinan to H. Hoover, Mar. 29, 1926.

[illegible] Wyld, M., and R. Bailey Ellis, "Workers Hoover and the Problem of the Consumer Department," Harbour Hoover Presidential Library, Wan Wisdom Iowa, Jonesville, Mr. 17, (Lent), 1777.

[illegible] Cornell E. Moody, The Growth of the Federal Government (Old-Line Press, Jersey City), 313, 314, 398, 409, 187, 188.

[illegible] T. R. Cowell, "Government Inspectors and the Press in the U.S.A.," Public Administration, 12 (April, 1931), 236.

[illegible] Hoover Papers, Secretary of Commerce Official File, Box 78, "Miscellaneous 1921-1928" Folder memorandum, "Consumer Complaints Bureau," 14 Nov. 1924, p. 1 (in Herbert Hoover Presidential Library, West Branch Iowa).

[illegible] Hoover Papers, Secretary of Commerce Official File, Box 78, "Miscellaneous 1921-1928" Folder memorandum a department organization chart, dated Spring Spring Early, Oct. 14, 1924, p. 1 (in Herbert Hoover Presidential Library, West Branch Iowa). Hereafter "Secretary of Commerce Official File" is cited as "SCCF."

[illegible] Hoover Papers, SCCF, Box 84, "Patents, Bureau Folder," Memorandum, H. Clinton to H. Hoover, October 31, 1922 and Memorandum, Hoover to Clinton, Nov. 1, 1922.

[illegible] Hoover Papers, SCCF, Box 121, "Patent, P.O. Official Data" Folder to "Patent Folder, Memorandum, F. A. Douglas to H. H. Hoover, Sept 28, 1923. This document indicates the department's reluctance, prior to Hoover's secretaryship, was limited to the usual efforts of the administrative division in the Bureau of Foreign and Domestic Commerce.

[illegible] Hoover Papers, SCCF, Box 83, "Reorganization of the Department of Commerce" Folder, letter, H. Hoover to A. E. Vail, June 8, 1921.

[illegible] Hoover Papers, SCCF, Box 123, "Patent, P. O., Bureau of Commerce" Folder, Memorandum, J. R. Fellows to H. Hoover, Sept 27, 1921.

[illegible] Hoover Papers, SCCF, Box 90, "Congress, 67, A. Jeo-Lerp" Folder, Memorandum, A. Lisle to Hoover, Feb. 1, 1923; and Box 92, "Patents, Bureau Folder, 2, attached to H. Hoover, Feb. 21, 1923.

[illegible] Hoover Papers, SCCF, Box 86, "Patents, Bureau Folder," Memorandum, H. Clinton to H. Hoover, Oct. 30, 1922 (in Box 71, "Patents, Prof. H.") Folder, Memorandum, H. H. Fowler to H. H. Hoover, Nov. 1, 1923 multigraphed, H. H. Fowler to J. E. Hoover, Nov. 23, 1923. All these memos regarded the lifting of personal responsibility for public relations work.

[illegible] Hoover Papers, SCCF, Box 86, "Patents, Bureau Folder," Memorandum, H. Clinton to H. H. Hoover, Jan. 12, 1921; Box 117, "Patents" Folder, Memorandum, H. H. Fowler to H. Hoover, Oct. 31, 1923; and Box 121, "Patent, P.O. Official Data" Folder, Memorandum, H. H. Hoover to H. Hoover, Oct. 27, 1923.

[29] Hoover, Memoirs, Vol. II, 43.

[30] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, H. Hoover to W. Mullendore, June 12, 1922.

[31] Frederick M. Feiker, Feiker Papers, Herbert Hoover Presidential Library, West Branch, Iowa (Hereafter cited as Feiker Papers) Box 10, "1921" folder, Letter, F. M. Feiker to A. W. Shaw, May 5, 1921 mentions the $10 to $15 per day. However, in the same folder is an "appointment" as a special agent in the Bureau of Foreign and Domestic Commerce dated Dec. 20, 1921 with a salary of $300 per annum. In the same box, "1922" folder is a memorandum, C. Hastings to F. M. Feiker, Feb. 3, 1922 indicating that Feiker was still a special agent in the Bureau of Foreign and Domestic Commerce at that date but had ". . .discontinued. . . services as Assistant to the Secretary at $2,750 per annum, in the office of the Secretary effective at the close of business January 15, 1922."

[32] Hoover Papers, SOCOF, Box 73, "Miscellaneous 1923-1924" folder, Memorandum, J. Klein to H. Hoover, June 21, 1923; Also see Feiker Papers, Box 10, "1922" folder which contains an appointment dated April 6, 1923 for Feiker as a special agent in the Bureau of Foreign and Domestic Commerce at $6,000 per annum. The appointment included, "Your appointment will continue for a period not to exceed three months. (By transfer from Special Agent at $300 per annum, at Washington, D.C. and by change of appropriation.)" The old $300 appointment had been charged to an appropriation for "Export Industries" and the new appointment was charged to an appropriation for "Investigating Sources of Crude Rubber." In the same box, "1923-24" folder, a Letter, L. E. Holland to F. M. Feiker, May 4, 1923 indicated that Feiker had ". . . been selected by Mr. Hoover to direct a world survey of raw materials."

[33] Hoover Papers, SOCOF, Box 83, "Commerce Personnel" folder, Memorandum, J. J. Harrinan to H. Hoover, no date, regarding his transfer to the Secretary's office; and Memorandum, Administrative Assistant to the Secretary to H. P. Stokes, May 14, 1926.

[34] Cowell, "Government Departments and the Press in the U.S.A.," 216; Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to C. A. Herter, Jan. 19, 1923.

[35] U.S. Congress, House Committee on Appropriations, Hearings, Appropriations, Department of Commerce, 1929, Hearings before a Subcommittee of the Committee on Appropriations, House of Representatives, on Department of Commerce Appropriations Bill for Fiscal Year 1929, 70th Cong., 1st Sess., 1928, p. 386. (Hereafter cited as House Hearings.)

[36] Hoover Papers, SOCOF, Box 74, "Miscellaneous 1923-1928" folder, Bureau of Foreign and Domestic Commerce organization chart dated Jan. 1, 1924.

[37] "Who's Who In The Bureau of Foreign and Domestic Commerce" (unpublished, Herbert Hoover Presidential Library, 1924).

[38] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, J. Klein to H. Hoover, May 31, 1923.

[39] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Letter, D. Wilhelm to S. W. Stratton, Mar. 29, 1922; Memorandum, D. Wilhelm to H. Hoover, Oct. 30, 1922; Memorandum, D. Wilhelm to no addressee, Nov. 1, 1922; and Memorandum, D. Wilhelm to C. A. Herter, Jan. 19, 1923.

[40] Hoover Papers, SOCOF, Box 70, "Surface, Frank M." folder, Memorandum, C. A. Herter to O. P. Hopkins, Oct. 7, 1921; and Box 86, "Commerce Department, Survey of Current Business" folder, Memorandum, M. B. Lane to P. J. Croghan, Sept. 28, 1927.

[41] Hoover Papers, SOCOF, Box 123, "Feiker, F. M. Official Statements to the Press" folder, Memorandum, P. J. Croghan to F. M. Feiker, May 28, 1921; and Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to C. A. Herter, Jan. 19, 1923.

[42] Twelfth Annual Report of the Secretary of Commerce (Washington, D.C., 1924), 41.

[43] House Hearings, p. 6; see Hoover Papers, SOCOF, Box 67.

[44] Ibid.

[45] Hoover Papers, SOCOF, Box 83, "Commerce, Division of Publications" folder, Monthly Report of Absences (July, 1921).

[46] Ibid., Memorandum, T. F. McKeon to H. Hoover, Mar. 27, 1922.

[47] House Hearings, p. 384.

[48] Hoover Papers, SOCOF, Box 74, "Miscellaneous 1923-1928" folder, Bureau of Foreign and Domestic Commerce organization chart dated Jan. 1, 1924 has no mention of a duplicating section.

[49] House Hearings, p. 385.

[50] Cowell, "Government Departments and the Press in the U.S.A.," 215.

[51] Ibid., 215.

[52] Ibid., 219.

[53] Ibid.

[54] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to C. A. Herter, Jan. 19, 1923.

[55] Hoover Papers, SOCOF, Box 73, "Dr. Klein 1923-1924" folder, Memorandum, J. Klein to H. Hoover, June 28, 1923.

[56] Delbert Clark, Washington Dateline (New York, 1941), 119.

[57] Hoover, Memoirs, Vol. II, 42.

[58] Ibid., 79.

[59] New York Times, Mar. 10, 1921, p. 3.

[60] Hoover Papers, SOCOF, Box 235, "President Harding-March, 1923-July, 1924" folder, Memorandum, H. Hoover to W. G. Harding, June 15, 1923.

[61] New York Times, Mar. 10, 1921, p. 3.

[62] Donald Wilhelm, "Mr. Hoover as Secretary of Commerce," The World's Work, XLII (Feb., 1922), 408.

[63] Hoover Papers, SOCOF, Box 235, "President Harding Dec., 1921-June, 1922" folder, Letter, H. Hoover to W. G. Harding, June 24, 1922.

[64] Hoover Papers, SOCOF, Box 235, "President Harding March, 1923-July, 1924" folder, Memorandum, H. Hoover to W. G. Harding, June 15, 1923.

[65] Hoover Papers, SOCOF, Box 73, "Dr. Klein 1925-1928" folder, Pamphlet entitled, "Practical Aides For Domestic Commerce" (Washington, D.C., 1928), 15; and Box 74, "Miscellaneous 1923-1928" folder, Bureau of Foreign and Domestic Commerce organization chart dated Jan. 1, 1924.

[66] William C. Redfield, With Cabinet and Congress (New York, 1924), 122-124; and Wooddy, The Growth of The Federal Government 1915-1932, 175.

[67] Wooddy, 175; and Hoover, Memoirs, Vol. II, 80.

[68] Hoover, Memoirs, Vol. II, 80.

[69] Wooddy, 175.

[illegible]

[illegible]

[illegible]

[70]Hoover, Memoirs, Vol. II, 80.

[71]Ibid., 79.

[72]Ibid., 37; Redfield, 121, 144; Joseph Brandes, Herbert Hoover and Economic Diplomacy (Pittsburgh, 1962), 42; and Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, Aug. 31, 1922.

[73]Wooddy, 175.

[74]Sixteenth Annual Report of the Secretary of Commerce (Washington, D.C., 1928), 12.

[75]Redfield, 124.

[76]Wooddy, 549.

[77]Ibid., 176.

[78]Hoover Papers, SOCOF, Box 123, "Feiker, F. M. Official Statements to the Press" folder, Letter, P. J. Croghan to F. M. Feiker, May 28, 1921.

[79]Ibid.

[80]Hoover Papers, SOCOF, Box 122, "Feiker, F. M. 1921-1922" folder, Letter, H. Hoover to F. M. Feiker, Jan. 9, 1922.

[81]Feiker Papers, Box 1, "Articles, 1921" folder, McGraw-Hill Sales Letter clipping.

[82]Ibid.

[83]Ibid.

[84]Hoover Papers, SOCOF, Box 235, "President Harding May-July, 1921" folder, Letter, H. Hoover to W. G. Harding, June 9, 1921.

[85]For examples of feedback see Hoover Papers, SOCOF, Box 83, "Commerce Publicity" folder, Memorandums, J. Klein to H. Hoover of June 4, 1924, April 16, 1925 and Oct. 15, 1925.

[86]Hoover Papers, SOCOF, Box 75, "Croghan, P. J. 1926-1927" folder, Memorandum, J. J. Marriman to H. Hoover, Mar. 29, 1926.

[87]Hoover, Memoirs, Vol. II, 66-68.

[88]Wilhelm, "Mr. Hoover as Secretary of Commerce," 409.

[illegible]

[89] Hoover, Memoirs, Vol. II, 67.

[90] Ibid., 66-67; and Wooddy, 485. The simplification or standardization practices were not endorsed by the Commerce Department until the bureau had secured an 80 percent acceptance of the volume of manufacturers, distributors, or users concerned. In the case of certain commercial standards, only 65 percent of the industry concerned had to agree before the standard was endorsed by the department.

[91] Wooddy, 484.

[92] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Letter, D. Wilhelm to S. W. Stratton, Mar. 29, 1922.

[93] Ibid., 1.

[94] Ibid., 2-3.

[95] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to H. Hoover, Oct. 30, 1922.

[96] Ibid.

[97] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, D. Wilhelm, no addressee, Nov. 1, 1922.

[98] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to C. A. Herter, Jan. 19, 1923.

[99] Waste in Industry, 13, 24-25, 31.

[100] Robert K. Murray, The Harding Era (Minneapolis, 1969), 86.

[101] Hoover Papers, SOCOF, Box 208, "National Conference of Business Paper Editors, 1924" folder, Special Report No. 5, Bureau of the Census, p. 3.

[102] Wilhelm, "Mr. Hoover as Secretary of Commerce," 410.

[103] Ibid., and Wooddy, 488.

[104] Hoover Papers, SOCOF, Box 62, "Commerce Department Achievements 1921-1923" folder, Clipping, New York Evening Post, May 26, 1923.

[105] Hoover Papers, SOCOF, BOX 235, "President Harding, May-July, 1921" folder, Letter, H. Hoover to W. G. Harding, June 9, 1921.

[106] See p. 28.

[illegible]

[107] Hoover Papers, SOCOF, Box 4, "How the Department of Commerce Serves the Farmer" folder, Pamphlet, "How the Department of Commerce Serves the Farmer," 23.

[108] Letter, H. Hoover to W. G. Harding, June 9, 1921.

[109] Hoover Papers, SOCOF, Box 86, "Commerce Department Survey of Current Business" folder, Memorandum, H. B. Lane to P. J. Croghan, Sept. 28, 1927.

[110] Ibid.

[111] Woodly, 488-491.

[112] Hoover, Memoirs, Vol. II, 43; and see Hoover Papers, SOCOF, Box 61, "Commerce-Secretary's Conference" folders for cited years.

[113] Hoover Papers, SOCOF, Box 61, "Commerce-Secretary's Conferences" folders for cited years.

[114] Hoover Papers, SOCOF, Box 61, "Commerce-Secretary's Conferences, 1922-1923" folder, Question list for Jan. 6, 1923.

[115] Ibid., Question list for Oct. 19, 1923.

[116] Hoover Papers, SOCOF, Box 61, "Commerce-Secretary's Conferences, 1924-1925" folder, Question list for Oct. 3, 1925.

[117] Ibid.

[118] D. Mayer, Herbert Hoover Presidential Library, West Branch, Iowa, March 31, 1971.

[119] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald" folder, Memorandum, D. Wilhelm to H. Hoover, Oct. 14, 1922.

[120] Ibid., Letter, D. Wilhelm to S. W. Stratton, Mar. 29, 1922.

[121] Hoover Papers, SOCOF, Box 74, "Commerce Foreign and Domestic, Misc., 1922" folder, "Family Gossip For the Foreign Staff," July 1, 1922.

[122] New York Times, Mar. 6, 1921, p. 1.

[123] Hoover, Memoirs, Vol. II, 114.

[107] *Hoover Papers*, HOOR, Box 6, "The Department of Commerce Serves the Farmer" folder, Pamphlet, "The The Department of Commerce Serves the Farmer," 23.

[108] *Letter*, H. Hoover to W. G. Harding, June 6, 1922.

[109] *Hoover Papers*, HOOR, Box 65, "Commerce Department Survey of German Industry" folder, Interviews, H. M. Jones to F. J. Croghan, Sept. 28, 1921.

[110] *Ibid.*

[111] *Wooddy*, 180-181.

[112] *Barnes*, *Depew*, Vol. II, 41; and see *Hoover Papers*, HOOR, Box 61, "Commerce-Secretary's Conference" folders for dated years.

[113] *Hoover Papers*, HOOR, Box 61, "Commerce-Secretary's Conference" folders for dated years.

[114] *Hoover Papers*, HOOR, Box 61, "Commerce-Secretary's Conference, 1921-1923" folder, Conference List for Feb. 6, 1923.

[115] *Ibid.*; Question Jaet for cat. 17, 1923.

[116] *Hoover Papers*, HOOR, Box 61, "Commerce-Secretary's Conference, 1921-1923" folder, Conference List for Feb. 2, 1923.

[117] *Ibid.*

[118] B. Hoyt, Herbert Hoover Presidential Library, West Branch, Iowa, March 11, 1972.

[119] *Hoover Papers*, HOOR, Box 56, "Address, Twenty Years Ago," Remarks, H. Address to F. Hoover, Dec. 12, 1924.

[120] *Ibid.*; Letter, H. Address to E. C. Graham, Dec. 29, 1923.

[121] *Hoover Papers*, HOOR, Box 71, "Commerce Foreign and Domestic, Miss. Low" folder, "Faculty Committee for the Foreign Service," July 1, 1922.

[122] *New York Times*, Mar. 4, 1923, p. 1.

[123] *Hoover*, *Memoirs*, Vol. II, 12, 14.

CHAPTER III

EXTERNAL RELATIONS

American Business Relations

The 1920s was the era of close government-business cooperation. Both the Harding and Coolidge administrations were strongly pro-business. The growth of private business associations and their close relationship with the government had received a major advance during World War I, according to E. Pendleton Herring. In 1929 Herring stated,

> The government at Washington, in recruiting the national resources in that time of emergency [World War I], found it difficult to deal with separate industries and individual business concerns scattered all over the country. The Council of National Defense, the War Industries Board, the War Trade Board, the Food Administration, and other units asked officially that trade associations be formed in many industries in order to simplify the relations with the government.[1]

Herbert Hoover received his initial government experience in civic and business association relations as Food Administrator. In that position, he used various civic and business associations as a channel for the grass-roots promotion of the domestic food conservation campaigns.[2] Thus, it is not surprising that on March 19, 1921, only 15 days after assuming the office of Secretary of Commerce, Hoover called a conference of business leaders including several business association representatives.[3] Hoover indicated to these

CHAPTER III

INTEREST RELATIONS

Associate Business Relations

The 1920's was the era of close government-business cooperation. Both the Harding and Coolidge administrations were strongly pro-business. The growth of private business associations and their close relationship with the government had resulted in major advances during World War I, according to a Republican Harding. In 1921 Hoover stated,

> The government is depending, in remodeling the national economics in this time of emergency (World War I), based in difficult to find which effective business men individual business associations acquainted all over the country. The General of National Defense, the War Industries Board, the War Trade Board, the Food Administration, and other units added of-ficially to it trade associations be formed in every industries in order to simplify the relations with the government.[1]

Herbert Hoover wanted this initial government relationship to exist and business associations relations as food administrator. In that position, he used various state and business associations as a channel for the price-fixing powers of the domestic food conservation campaign.[2] Thus, it is not surprising that on June 1, 1921, only 1[illegible] days after assuming the office of Secretary of Commerce, Hoover called a conference of business leaders including several business association representatives.[3] Hoover indicated to them

leaders that an advisory committee would be formed at the department from the business community. This committee was given the cooperative mission of insuring that the department's organization and programs met the business community needs.[4] Hoover stressed the cooperation theme in his opening remarks to the business leaders saying,

> This Department . . . wishes to assist wherever it can to stimulate and assist this cooperation.
>
> Some of the economic difficulties arising from the war will no doubt solve themselves with time, but an infinite amount of misery could be saved if we had the same spirit of spontaneous cooperation in every community for reconstruction that we had in war.[5]

Thus, Hoover began his peacetime economic recovery crusade with an open invitation to business groups to take an active hand in his department's internal and external relations. The Commerce Department, in its efforts to stimulate collective business action, spun a complex web of relationships with various civic and business associations including: trade associations, chambers of commerce, labor unions, bankers associations, professional societies and various other private organizations.[6] These close relations were open to public view and natural under the provisions of the Commerce Department "charter."[7]

Hoover was a steadfast supporter of the majority of the business and professional associations.[8] He often praised the associations for their promotion of constructive civic projects and

the establishment of business codes of ethics.[9] While on the 1928 presidential campaign trail, Hoover noted that voluntary government-business cooperation was a check against coercive government intrusion into private business. He further stated,

> Seven and one-half years ago I introduced this relationship between the Department of Commerce and industrial, commercial and civic organizations of our country for the promotion of matters that were of public importance. We co-operate with these associational groups in promotion of foreign trade, in furtherance of economic and scientific research, in improvement of homes and in scores of other activities. During this period hundreds of committees have been in active co-operation with the Department of Commerce, not under compulsion . . . but merely because the government was willing and ready to assist in bringing together the elements of any movement that would promote public welfare. . . .[10]

In the 1921-1928 period the Commerce Department cultivated special relationships with the American business community by the use of the following general public relations channels:

(1) Conferences/Meetings

(2) Special Business Press Relations

(3) Public Speaking Engagements

(4) Cooperative business representatives "detailed to the department

(5) Use of private associations' journals, newsletters or magazines

(6) District Office liaison

(7) Direct mail advertising of department publications

During his tenure as Secretary of Commerce, Hoover's department held about 3,000 conferences.[11] The majority of these conferences

the accomplishment of business across of activity.[7] Only on the LDC, specifically corporate-level, lower ranked such relationship promotion-conducive conditions and a stable equilibrium exists between various-level-to-time partner business. In further reading,

> Power and top-level place top I introduced this relationship between the Directorate of Commerce and Industrial, commercial and civil organizations of our country for the promotion of activities that area of public importance. We co-operate with these associational people in promoting foreign trade, in furtherance of research and scientific research, in improvement of house and in growth of commercial. During this period functionals of associations have been in active consultation with the Directorate of Commerce and other organizations . . . and actively involved the promotion are willing and ready to assist in bringing improve the standards of any business that would promote public welfare. . . .[8]

In the LDC-1968 period the Economic Importance activities, special relationship with the American business community in the of the following general public relations strategies:

(1) Conferences/Seminars

(2) Special Business Trade Relations

(3) Public Speaking Engagements

(4) Cooperative business representatives affiliated in the Association

(5) Use of private associational journals, newsletters in organizations

(6) Formal office liaison

(7) Issues and advertising of department publications

During his tenure as director of commerce, Lawrence Agyeman-Duah said about LDC conferences.[9] The majority of these conferences

and meetings involved general business topics such as: product simplification or standardization, distribution of goods, unemployment, trade agreements, etc.[12] Hoover's personal brand of conference tactics are discussed in Chapter IV of this study, under the topic of the 1924 Street and Highway Safety Conference.[13]

An example of the type of conference/committee actions in the Commerce Department during this period were described by Dr. Julius Klein in a December, 1921 memorandum to Hoover.[14] Klein had attended a conference with the Commerce Committee of the American Bankers Association. The bankers had explained their isolation from the foreign trade situation due to "drastic curtailment of information services by the big New York banks."[15] The cooperative program worked out between the department and the American Bankers Association included:[16]

(1) Liberal department use of the association's monthly bulletin (20,000 member circulation). Klein told Hoover that the association desired an article "over your signature" upon such a topic as "How can the Department of Commerce Help the Banks of the U.S."[17] Klein added the comment, "If necessary the committee is prepared to give us ample space in two or three successive issues for any propaganda which we might care to launch through this medium."[18]

(2) The association would provide the department with a list of all banks having an interest in foreign trade which could be used for direct mail of questionnaires, etc. Such a list, according to Klein, would have been almost impossible to get without the association's help.

but involving involved general business outline such as: product distribution or production, distribution of goods, marketing, sales, trade agreements, etc.[32] Moreover, previous trends of business success are discussed in Chapter IV of this study, under the topic of the Lion Stores and Highway Motor Conference.[33]

An example of the type of [illegible] that existed in the Commerce Department during this period was described by Dr. Julius Klein in a Broadcast, 1931 Interview in Denver.[34] Klein had attended a conference with the Commerce Committee of the American Business Association. The business and political leaders talked in the Italian Italian lively alternation due to [illegible] [illegible] of information provided by the big New York banks.[35] The [illegible] program served as [illegible] the department and the American Business Association.[36]

(1) Lowered department rate of the [illegible] monthly bulletin (27,000 member associations). Klein felt Hoover also the association desired an [illegible] "[illegible]" [illegible] such a topic as "How was the Department of Commerce Help the Cause of the U.S."[37] Klein added the comment, "It [illegible] the association proposed to give an [illegible] [illegible] for any problems which we might [illegible] through this medium."[38]

(2) The association would provide the department with a list of all [illegible] having an interest in foreign trade which would be used for direct mail or [illegible], etc. This a list, according to Klein, would have been almost impossible to get without the association's help.

(3) The association would assist in extending the circulation of the department's Commerce Reports. Klein noted that some 10,000 circulars had been mailed to banks advising them to subscribe to Commerce Reports.

(4) The association suggested the establishment of a Financial and Investment Division in the department. Such a division was later established in the Bureau of Foreign and Domestic Commerce.

(5) The association offered to lobby for the department in gaining Congressional appropriations and reorganization legislation favorable to the Commerce Department.

(6) The association suggested the transfer of the Inter-American High Commission to Commerce.

(7) M. E. Ailes, President of Riggs National Bank, Washington, D.C., was appointed as the association's liaison man with the department.

It should be noted that most of the conferences, such as the above one, were overshadowed by the larger national conferences that Hoover called regarding commercial aviation (1922 and 1925) and commercial radio broadcasting (1922-1925); however, these small special interest group meetings were the grass-root foundations of the department's public relations programs. For example, in the product simplification program a progress report for the first half of 1927 from the Division of Simplified Practice indicated the following actions:[19]

(3) The association would assist in encouraging the circulation of the department's *Commerce Journal*. Plans noted that about 50,000 copies had been mailed by banks enclosing them in statements to *Commerce Levels*.

(4) The association supported the establishment of a financial and investment division in the department. Such a division was intended to the Bureau of Foreign and Domestic Commerce.

(5) The association offered to lobby for the department in getting congressional appropriations and encouraging legislation favorable to the Commerce Department.

(6) The association supported the creation of the Intermediate High Commissions to Commerce.

(7) M. E. Allen, President of Eagle National Bank, Cambridge, Ohio, was appointed as the association's liaison man with the department.

It should be noted that none of the conferences, such as the above one, were overshadowed by the larger national conferences that Hoover called regarding commercial activities (1922 and 1925) and commercial radio broadcasting (1922-1926); however, these small special interests group meetings were the grassroots foundations of the department's public relations program. The example, in the product standardization program a progress report for the first half of 1927 from the Division of Standards Practices indicated the following actions:[1]

(1) Conferences:	Revision	14	(Revision of standards)
	General	17	
	Preliminary	39	(Initial to possible revision)
	Total	70	

(2) Promotional Work:	Meetings addressed	36
	Others attended	16
	Total	52

(3) Publicity:	Daily Papers	Trade Papers	House Organs
Editorials	49	29	--
Articles	233	342	13
Total	282	371	13

The general conference/committee coordinator at the Commerce Department during the 1921-1928 period was Edward E. Hunt. Hunt was a former editor of the American Magazine and had worked for Hoover in the war-time Belgium Relief program.[20] Hunt had been on the Committee on Elimination of Waste in Industry of the Federated American Engineering Societies.[21] He was also secretary of the President's 1921 Conference on Unemployment. The conference's administrative offices were in the Commerce Department and Hoover was the conference chairman. As conference secretary, Hunt acted as the department's coordinator of the standing committees of the unemployment conference.[22] Correspondence from Hoover's personal assistants to Hunt indicate that he operated from various locations including: the American Relief Administration (New York City), the Federated American Engineering Societies (Washington, D.C.) and the Commerce Department offices of the President's Unemployment Conference.[23]

(1) Conference: Position: (Institution of speaker)

General	17
Professional	33 (Institute to professional associations)
Total	50

(2) Transactions Book: Buildings addressed %

Others attended	50
Total	50

(3) Publication: Daily Times / Times Tribune / Times Union

Continuing articles	47	40	—
Articles	132	144	10
Total	180	184	10

The general conferences/meetings conducted in the Gateway Downtown during the 1973-1979 period was fairly in kind. Some was a formal edition of the Gateway Downtown and had proved for buyer in the service Design Build Journal.[22] Such had been an key Conditions on Distribution of Works in Industry at the Federated Services Engineering Institute.[23] In one also activity of the Professional Life Engineer in Technology. The professional educational activities were in the Gateway Institute and Study, and the conferences discussed, in conference activity, that were in the Engineering Institute of the studying workshops of the development conference.[24] Circumstances the Journal's research activity in Gen. Indicate that in continual Gen. service Institute industry. The Western Building Industry in New York City, the Federated Building Engineering Institute (Washington, D.C.) and the Gateway Technical Institute in the Provinces's technical conference.[25]

Hunt's responsibilities apparently included keeping track of the entire Commerce Department conference and standing committee work. In a December, 1926 report to Hoover, Hunt indicated that there were a total of 343 standing committees from the business community cooperating with the department. In a numerical breakdown, Hunt outlined the committees as follows:[24]

Bureau/Division	No. of Standing Committees
Foreign and Domestic Commerce	82
Census	5
Standards	80
Mines	41
Fisheries	4
Building and Housing Division (Standards) .	6
Division of Simplified Practice (Standards)	125
Total	343

During the 1921-1928 period, the department had a close relationship with the National Conference of Business Paper Editors, the McGraw-Hill Publishing Company and the A. W. Shaw Publishing Company.

The relationship with the National Conference of Business Paper Editors was gained with the assistance of Frederick M. Feiker. Acknowledgement of the assistance rendered by Feiker and the editors was made in the 1921 report on the National Conference on Unemployment.[25] Hoover was chairman of the conference and Feiker had headed a subcommittee that gathered post-war business data via questionnaires circulated by the National Conference of Business Editors.

A series of monthly meetings between the department and the National Conference of Business Paper Editors had been initiated in

Hull's responsibilities apparently included meeting first at the entire Commerce Department facilities and showing visitors around. In a footnote, Lull added in passing, that indicated that there was a total of 3.5 showing sessions from the business community cooperating with the department. In a subsequent paragraph, Hull stated the conditions as follows:[70]

Locations	No. of Visiting Companies
Foreign and Domestic Commerce	8
Chicago	5
Cleveland	10
Boston	10
Pittsburgh	1
Detroit and Detroit Visiting (Cleveland) .	4
Division of Simplified Practice (Pittsburgh)	1
Total	39

During the 1921-1929 period, the department had a close relationship with the National Conference of Business Type Schools, the Northwestern Publishing Company and the A. W. Shaw Publishing Company.

The relationship with the National Conference of Business Type Schools was guided with the assistance of Frederick E. Kelly, Superintendent of the Instruction Department of Pitman and the action was made in the 1921 report on the National Conference of Commerce.[71] Shaw was mentioned in the conference and Pitman had issued a subscription that sponsored post-war business data in "Instructions" published by the National Conference of Business Schools.

A series of monthly meetings between the department and the National Conference of Business Type Schools had been initiated in

Washington on April 12, 1921.[26] These meetings continued during the period Hoover was secretary and were held in locations throughout the United States. Feiker had returned to the McGraw-Hill Publishing Company in January, 1922, after serving at the Commerce Department for nine months. Hoover wrote Feiker a letter in October, 1922, regarding a business editors' meeting in New York City.[27] In the letter Hoover indicated his view of the National Conference of Business Editors' meetings saying,

> They /meetings/ have been very stimulating to the heads of the various bureaus in the Department and I have gained a great deal of understanding and profit from them myself.[28]

Hoover commented to Feiker that the editors had been instrumental in "assisting . . . better organization of the Department."[29] After expressing his regrets at not being able to attend an upcoming meeting, Hoover asked Feiker to,

> . . . emphasize to them the importance which I place upon the close communication between the Department of Commerce and their work, and again assure them that I am looking to them for suggestions for constructive action.[30]

A special liaison committee from the National Conference of Business Paper Editors was formed to work with the department and Hoover's office sent a memorandum to the heads of each bureau reminding them that the secretary was anxious that every possible facility be rendered to the editors' committee in their requests for information.[31]

In September, 1924, a series of 15 special reports were prepared for the National Conference of Business Paper Editors. These reports were requested by memorandum from the secretary's office to the heads of the various bureaus and special department projects.[32]

Hoover had also established close relations with the McGraw-Hill Publishing Company partly through his association with Frederick M. Feiker. McGraw-Hill in 1921 was one of the major publishers of technical and industrial journals. As indicated earlier, Feiker had used the McGraw-Hill Sales Letter to reach the specialized editor audience with Commerce Department information. James H. McGraw, president of McGraw-Hill, wrote to Hoover in September, 1921, while Feiker was "on leave" at the department. McGraw personally offered his company's resources to disseminate Hoover's appeals. McGraw wrote,

> Personally I feel that the business papers of the country have not done their full duty in interpreting government, and particularly the Department of Commerce under your management, to industry. I have felt that Mr. Feiker's contact with you and the Department in his work at Washington would give him a point of view and bring us something that is much needed. I have been a bit disappointed that engineering and industrial editors have not done more in recent months in the way of constructive effort growing out of their contact with yourself and other important government officials at the Capitol.[33]

Along with this strong support from McGraw-Hill, Hoover had another major ally in the specialized business press. The Chicago based publisher of System and Factory magazines was Archibald W. Shaw. Shaw had been chairman of the Conservation Division of the War Industries Board during World War I. In that position he had been

active in promoting standardization and simplification procedures within American industry.[34] Exactly how and when Hoover and Shaw became acquainted cannot be ascertained in the Hoover Papers, however, the papers do indicate that Hoover and Shaw were friends in the 1920s. Shaw assisted Hoover in setting up meetings of business editors and had employed Feiker as the editor of Factory magazine before Feiker transferred to McGraw-Hill in 1915.[35]

Hoover twice asked Shaw to come to the department as Assistant Secretary of Commerce, but Shaw turned down both offers.[36] In March, 1921, Shaw turned down the first offer saying, ". . . my interest is more largely in working with you than it is in entering the official life of government."[37] However, Shaw did come to Washington in April, 1921, to temporarily assist Hoover. It was during this service that Shaw was instrumental in convincing Frederick M. Feiker to take a "leave of absence" from McGraw-Hill and come to the department.[38]

Another indication of Shaw's influence with Hoover is found in a May, 1921 telegram from Hoover to Shaw asking Shaw to come back to Washington for the following reasons: (1) Help find a director for the Bureau of Foreign and Domestic Commerce, (2) Help organize a trade statistical service, (3) Help get the department's appropriation through Congress, and (4) Provide "general counsel and comfort."[39]

Public speaking engagements were regularly used by Hoover and his department colleagues to spread the "cooperative spirit" within the business community. Hoover periodically appeared on the speaker's platform before the Chamber of Commerce of the United States.[40] Using

the Chamber's platform in New York City in 1923, Hoover spoke on the subject of "Holding on to Prosperity." In this speech Hoover touched on the growing interdependence and complexity of American society. He then reminded the audience of the relationship of government and business and the final factor in the formula for holding on to prosperity--informed public opinion. He said,

> [The government acts] . . . as the greatest contributer in the determination of fact and of cooperation with industry and commerce in the solution of its problems. Such strategy in our country must be consummated by frank discussion by advanced public opinion and understanding with full realization of common goal.[41]

Hoover regularly sent Feiker, Klein and other department officials into the field where they gave speeches and responded to local businessmen's questions.[42]

In a 1924 report to Hoover, Klein outlined the results of his bureau's latest public speaking tour. He stated that a four-man team had gone to the New England states on a ten-day speaking tour. Klein stated, "A plan was . . . made for a week's traveling 'chautauqua' by a quartet of our stars whose fields happen to be of particular interest."[43]

The speaking trip had included: Bridgeport, Springfield, Worcester, Providence, and Boston. Klein reported that the speakers had received "splendid publicity" due to the careful advanced planning of the Boston office and the "traveling quartet" had opened up an entirely new field for trade promotion work. He concluded that they would have to turn loose similar drives in outlying cities "tributary to other district offices."[44]

Cooperative business representatives were detailed to the department to assist in promoting various programs. For example, in 1923 a representative of the American Manufacturers Hardware Association spent several months in the Bureau of Foreign and Domestic Commerce. While stationed there, the representative worked on the passage of resolutions by his association commending the bureau's work and suggesting the "necessity for further appropriations to be used on hardware problems."[45]

The Commerce Department routinely used the private information organs of chambers of commerce, trade associations and other groups to voice department policies. For example, Hoover was a contributer to the Nation's Business which is the public information organ of the Chamber of Commerce of the United States.[46]

Hoover received letters from such organizations as the National Association of Manufacturers offering its monthly information organ, American Industries (circulation, 75,000) to Hoover and his department, ". . . for any undertakings which may strengthen the Department and generally promote American business at home and abroad.[47]

The Association of National Advertisers, Inc., which was an information clearing house for 320 of the nation's largest manufacturers, wrote to Hoover in May, 1921, stating that the information material received from the Commerce Department exceeded that sent by the other government departments. The letter also stated,

> We are averaging in our distribution to members a thousand items a month, and about seventy-five per cent of these items consist of information from the Department of Commerce.[48]

Government business representatives were delighted to use departments to market in promoting national programs. For example, in 1923 a representative of the American Manufacturers Marketing Association spoke about General Motors in the Bureau of Foreign and Domestic Commerce. While praising GMAC, his enthusiasm was based on his passage of manufacturer by GMAC association demonstrating the bureau's work and suggesting the "necessity for further appropriations to be used on business problems."[45]

The Commerce Department eventually used the private information organs of chambers of commerce, trade associations and other groups to voice departmental policies. For example, Hoover was a contributor to the Bureau's Business Bulletin as the public information organ of the Bureau of Commerce of the United States.[46]

Hoover received letters from some organizations as the National Association of Manufacturers criticizing the monthly information organ, American Industries (subscription, $5,000) to Hoover and his department. ". . . for any department which may strengthen the Department and practically provide Government business at home and abroad."[47]

The Association of National Advertisers, Inc., which was an information clearing house for 90% of the nation's largest manufacturers, wrote to Hoover in May, 1921, praising their new information material received from the Commerce Department concerned that work by the other government departments. The letter also wished,

> We are struggling in our distribution to reshape a thousand items a month, and about seventy-five per cent of their time consists of information from the Department of Commerce.[48]

The department's district and cooperative offices were active channels of personal contact with the business community.[49] For example, the San Francisco district office activities were reflected in the September, 1923 issue of Sunsweet Standard, a monthly prune and apricot growers association organ. The Standard reported,

> Leonard B. Garry /sic/, district manager of the Bureau of Foreign and Domestic Commerce . . . was a caller at headquarters last week. Mr. Garry /sic/ offered nothing less than the services of more than a thousand counsals, trade commissioners, and commercial attaches stationed in 109 countries throughout the world to aid the prune and apricot growers in marketing their produce.[50]

The report also quoted Gary as saying, "The department wants your association to feel that the resources of Washington are at your command."[51]

The district offices were active in coordinating public appearances of visiting department officials. The administrative procedures of the Bureau of Foreign and Domestic Commerce included a standing rule (dated May 22, 1925) that specified that all personnel traveling in the field (foreign or domestic) had to send an advanced itinerary to the field office when in the local area.[52] This warning would allow for local planning which could include publicity activities.

Another bureau rule (dated September 15, 1923) concerned press interviews and stated that, "Effective publicity should have an important part in all . . . visits with District Offices."[53] Appendix M contains the text of this latter rule which also specified

that bureau officials who expected to be interviewed by the press should clear their copy in advance with the press room.

The department's use of direct mail circulars to advertise Commerce Reports was mentioned in connection with the American Bankers Association (page 69). The department used direct mail advertising techniques for several other publications.[54] The quality of the department's direct mail effort is indicated by the following response from the National Preservers Association regarding a subscription circular.

> It is refreshing to see a government office departing from the iron-clad, unattractive printed form and making use of an attractive printed circular such as usually is found productive. It is merely another sign that in dealing with your department we are dealing with businessmen.[55]

Commerce Department Inquiries

One of the basic Commerce Department methods of measuring the effectiveness of its programs was by a count of the number of inquiries handled by the department. The records of the Bureau of Foreign and Domestic Commerce during the period 1921-1928 are representative of this quantitative method of evaluation.

The introduction of a systematic accounting system regarding the number of Bureau of Foreign and Domestic Commerce inquiries was another innovation initiated during Hoover's tenure as secretary.[56] Hoover attempted to gauge the cost effectiveness of the bureau. The basic method of cost evaluation was: (1) To keep a detailed record of the number of inquiries handled in Washington and the field offices

that Indian officials are expected to be interrupted by the press should clear their copy in advance with the press room.

The department's use of direct mail circulars to advertise Consular Reports was mentioned in connection with the Secretary Baldwin letter (page 69). The department used direct mail advertising techniques for several other publications.[58] The quality of the department's direct mail effort is indicated by the following response from the National Treasurers Association regarding a subscription circular.

> "It is refreshing to see a government office departing from the time-old, bureaucratic pointed line and making use of an attractive printed circular such as usually is found predominating. It is merely another sign that we are dealing with your department we are dealing with businessmen."[59]

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The introduction of a systematic accounting system regarding the number of letters of Foreign and Domestic Commerce inquiries was another innovation initiated during Hoover's tenure as Secretary.[60] Hoover attempted to gauge the exact effectiveness of the bureaus. The basic method of such evaluation was: (1) to keep a detailed record of the number of inquiries handled in Washington and the field offices

and (2) To send follow-up questionnaires to those businessmen who received department assistance requesting a "price tag" on the results of sales that could be traced to the particular assistance rendered.[57]

This 1921-1928 Commerce Department cost effectiveness method was generally labeled "Dollars and Cents Results" in the internal reports that Klein sent to Hoover.[58] In a July, 1922 report to Hoover, Klein stated that the total 1922 fiscal year inquiries handled by his bureau (including field offices) then stood at 589,493. After making allowances for his bureau's appropriations that were not directly connected with answering inquiries, Klein concluded that,

> . . . the taxpayer is paying about $1.75 to enable us to answer each query--a very low figure in view of the fact that so large a portion of the replies made by the Bureau are immediately translated into very considerable sums of money.[59]

In the September, 1924 Special Report No. 1, prepared for the National Conference of Business Paper Editors, it was pointed out that a survey of 3,700 businessmen, who had received department assistance, indicated that an average return of $427 was made on each inquiry serviced. The total business obtained by the bureau's assistance during 1923-24, according to the report, was $529,000,000. This was an ample return to the taxpayer for the $2,600,000 he invested in the bureau that year, according to the report. Finally, the report stated that the branch offices (district and cooperative) handled an average of 5,697 inquiries per week in 1921 and were then (September, 1924) handling 34,431 inquiries per week.[60]

The public relations value of these "Dollars and Cents" results were not lost in the department's publicity planning. These results were skillfully used in persuading such special publics as Congress in regard to appropriations and the farmers in regard to the department's assistance in the marketing of foodstuffs.[61]

Commerce Department Publications

The Commerce Department was a major producer of reports, bulletins, pamphlets and circulars. The department's publications were sold during the 1921-1928 period by the Superintendent of Documents, United States Government Printing Office for a nominal fee. In 1921 the Commerce Department's publication sales (less Coast and Geodetic Surveys and Navigation charts) stood at $61,584.37 and by 1928 the sales had more than tripled standing at $238,103.15.[62] The Government Printing Office did not involve itself in direct promotion of specific publications but the Commerce Department had its own "sales campaigns" which will be described later in this chapter.

The Commerce Department's expenditures for printing and binding represented the amount of money spent for the publications it used internally and those which it distributed gratis to the general public. In 1921 the department's printing and binding expenditures were $364,957.17 and by 1928 these expenditures had almost doubled (less the Patent Office) standing at $717,362.31.[63]

The various divisions within the bureaus of the department prepared initial material concerning their areas of authority. When ready for publication, this material was cleared at the bureau level.

It then either went directly to the publications division for forwarding to the Government Printing Office or to the editorial division in the Bureau of Foreign and Domestic Commerce if it was to be included in Commerce Reports or the Survey of Current Business.[64]

The Commerce Department's publications included:

(1) Commerce Reports (64 pages and cover, weekly)

(2) The Survey of Current Business (monthly)

(3) Commerce Yearbook (700 pages, annual)

(4) Annual Reports of the Secretary of Commerce

(5) The Monthly Summary of Foreign Commerce

(6) The Statistical Abstract (annual)

(7) Regional Handbooks

(8) Trade Information Bulletins

(9) Special Publications

(10) Circulars

Commerce Reports was the major periodical publication of the department. It was edited in the Bureau of Foreign and Domestic Commerce and received inputs from the entire department. Commerce Reports had been a daily pamphlet until September 4, 1921, when the new weekly magazine format was instituted.[65] The new magazine reflected the reorganization of the department. In addition to new feature article sections under the commodity and regional division headings, there was a new system of block-type news summaries which could be read at a glance by the busy businessman. As proof that the readability and content of Commerce Reports improved, the number of

It lent stature and diversity to the publications division for towards the in the Government Printing Office or in the educational division in the Bureau of Foreign and Domestic Commerce. It was to be included in Commerce Reports as the Bureau of Foreign Business.[1]

The Commerce Department's publications included:

(1) Commerce Reports (the Bureau had none, weekly)
(2) the Bureau of Foreign Business (monthly)
(3) Commerce Yearbook (for trade, annual)
(4) Annual Reports of the Secretary of Commerce
(5) the Monthly Summary of Foreign Commerce
(6) the Statistical Abstract (annual)
(7) Special Bulletins
(8) Trade Information Bulletins
(9) Special Publications
(10) Circulars

Commerce Reports was the major periodical publication of the department. It was edited in the Bureau of Foreign and Domestic Commerce and received inputs from the entire department. Commerce Reports had been a daily magazine until September 1, 1921; then the use weekly magazine format was instituted.[2] The new magazine reflected the reorganization of the department. In addition to new features including articles by experts in and regional divisions reports, there was a new section of black-type news summaries which could be read at a glance by the busy businessman. As stated, the flexibility and content of Commerce Reports improved, the number of

paid subscriptions nearly doubled between June 30, 1921 and June 30, 1923, increasing from 4,761 to 9,071.[66] Another 5,000 copies were distributed free by the department to trade papers, libraries, chambers of commerce, etc., for a total circulation in 1923 of about 15,000.[67]

The Survey of Current Business, a monthly bulletin, was inaugurated in July, 1921. The Bureau of the Census edited the survey which contained monthly statistics on over 800 items, showing comparisons by months for the past two years and yearly thereafter back to 1913, if figures were available.[68] This bulletin was issued as a supplement to Commerce Reports.

In 1922, Hoover introduced the first Commerce Yearbook, 700 pages, illustrated with maps, charts, and a complete statistical review of the economic year.[69] The first edition sold 3,200 subscriptions and by 1923, 8,100 subscriptions were sold.[70]

The Bureau of the Census reported that in the month of July, 1921, it had issued the following types of publications: five state bulletins on composition and characteristics of the population; seven state bulletins for agriculture, three for drainage, two for irrigation and one for manufactures. The report mentioned that 79 bulletins were "in the works."[71]

The Commerce Department conducted an active sales campaign for many of its publications including the use of stickers for envelopes and advertising circulars.[72] In a 1925 memorandum to Hoover, Klein commented on the department's publication sales campaign

saying,

> In view of the fact that all of our publications are now on a sales basis, with no free distribution except for strictly official and exchange purposes, the staff is put on its mettle to turn out really salable bulletins, and our press room is kept on its toes to get out the most effective publicity. The falling off in sales in any publication immediately encourages the Government Printing Office to suggest curtailed editions.[73]

Klein also mentioned the "constant drive for new Commerce Reports subscriptions."[74] In the Commerce Reports sales campaign Klein's bureau had conducted a direct mail solicitation of the railroads suggesting the advisability of having copies of Commerce Reports on the reading tables of club and observation cars. A similar sales campaign was waged against hotel proprietors.[75]

In the rush to get the business information to their audience, the Commerce Department did not wait for the publications to roll off the government printing office presses. As the "commercial intelligence" reports came into the Bureau of Foreign and Domestic Commerce they were combined into mimeographed digests which were then mailed to lists of over 11,600 addressees.[76] These digests were produced weekly and in some cases monthly and printed in the Commerce Department's own "near printing" plant.[77] Most of these digests and circulars were also used for the preparation of press releases.[78]

General Press Relations

During the 1921-1928 period the press was the medium with the largest public reach. The motion picture was next in public coverage, followed by the new commercial "wireless" or radio medium.

The Department of Commerce used both the daily newspapers and the general interest periodical press as its main publicity channels. The special relationship that the department had with the specialized trade and business press has been indicated. The department's press relations were centered in the press section of the Bureau of Foreign and Domestic Commerce, headed by Paul J. Croghan.[79]

Donald Wilhelm described the distribution power of the press section as farther reaching than any other departmental agency. He pointed to the mailing lists with thousands of newspapers, periodicals and individuals "kept alive and up to date" with an "incredible" reach.[80] This reach included the major foreign language newspapers throughout the United States.[81]

The publicity techniques used by the Commerce Department included: (1) A Weekly Press Feature Service, (2) Press Releases, (3) Press Conferences, (4) Controlled information "leaks," and (5) Press interviews.

The sales pitch for the Commerce Department's Feature Service was, ". . . a page of live, up-to-the-minute information regarding all the important aspects of the world's commerce for ten cents."[82] The ten cents was charged each week for a special delivery stamp. In a December, 1921 memorandum to the district and cooperative offices of the Bureau of Foreign and Domestic Commerce, O. P. Hopkins, assistant director of the bureau, stated,

> The latest fad in the newspaper world is a weekly Department of Commerce page. It started with the New York Journal of Commerce about three weeks ago and has since then spread

on to the New York Commercial, the Chicago Journal of Commerce, the Cleveland Plain Dealer and the Washington Herald. Concisely, the Department of Commerce is offering a full page of interesting and important information for use Saturday morning to any paper that wants it.[83]

By the end of 1922 the Bureau of Foreign and Domestic Commerce reported on this technique of advance release of business information via the feature service. The report stated,

> By the issuance of advance proofs, full-page publication of these reports is carried once a week by over 200 daily newspapers and periodicals reaching a circulation in excess of 10 millions of people weekly.[84]

In 1926 the A. W. Shaw publication, System magazine, carried in each issue a regular feature entitled, "What Washington Offers Business this Month." The material was compiled from the Commerce Department's feature and other release services. The System magazine's format included a box insert with each month's feature stating, "It [Commerce Department] is the business man's department of the government so completely staffed that you need to spend nothing for many services and varied types of information."[85]

The department's press releases were considered to be divided into three areas: (1) Newspaper Service, (2) Trade, agricultural, and technical press, and (3) Special stories.[86] The press section issued five regular weekly press releases:

(1) "What the world wants" (Released each Monday) A service devoted to brief announcements of worldwide trade opportunities based on the reports of American consuls, commercial attachés, and trade commissioners.

(2) "Foodstuffs around the world" (Released each Tuesday) A service that covered food product trade opportunities.

(3) "Foreign notes on meats, fats, oils, and live stock" (Released each Friday)

(4) "Trade and crop notes" (Released each Friday)

(5) "Weekly business review" (Released each Saturday) This release was the same as the feature service which was sent in advance to the subscribers.[87]

A flood of other releases flowed from the Commerce Department each week. In the June 15, 1922 issue of Public Relations, an organ of Ivy L. Lee and Associates, an article entitled "Capital's Publicity Output" pointed to the Commerce Department as the most active government voice ". . . in telling the public what it is doing.[88]

J. Frederick Essary in his 1931 article, "Uncle Sam's Ballyhoo Men," labeled the ". . . Federal Government as the greatest propaganda establishment in the world."[89] Digging into the specifics of the ten-pound pile of government press releases on his desk, Essary commented,

> None among the executive departments matches the Department of Commerce in the sweep of its press service. Thirty separate releases have come in a single day from Census, Mines, and Foreign and Domestic Commerce Bureaus--an average of ten from each. This superior publicity machine was created back in the days when Herbert Hoover was head of the Department. . . . He developed in it a degree of efficiency unequalled by any similar organ of exploitation in the history of government. It is still operating on the momentum he gave it.[90]

Hoover held periodic press conferences during the 1921-1928

(2) "Productivity versus the world" (Delivered week Tuesday)

I service that viewed full problem needs operationalize.

(3) "Strategy before or behind, first, only, and live about" (Delivered week Friday)

(4) "Finds and only value" (Delivered week Friday)

(5) "Weekly business review" (Delivered week Monday) This reviews was has some to the Service service which we use to advance in the subscribers.[5]

A flood of other releases flowed from the Commerce Department each week. In the June 13, 1997 issue of Public Policing, an type of 197 to the not Internet, in Bobbie mentioned "Convivial's Publicity Department running to use Commerce Department to the most active quality-land value 7. . . . In helping the public case is to drive."[6]

4. Produce Energy in the 1997 website, "Show Data Analyze Use," labeled the 7. . . Energy Department in the commercial-press pack availableness to the world.[7] Edging into the workflow of the two-year pile of government press release to its Energy, Energy economy.

Even among the economic departments across the Department of Commerce in the energy of its great service, Vicky Gaberra relation have some to a single day from Commerce, Trade, and Foreign and Domestic Commerce Bureaus—in groups of ten fun each. This superior mobility medium was created back in the days when Herbert Hoover was head of the Department. . . . He developed in it a degree of efficiency unequalled by any other bureau of departments in the history of government. It is still operating on the measure he gave it.[8]

Hoover held particular great conference during the 1921-1924

period, however, the Hoover Papers do not indicate any adherence to a regular schedule of such conferences.[91] On March 8, 1921, the New York Times carried its first assessment of the new Cabinet members' press relationship.[92] Hoover was almost skipped in this initial press assessment with only a brief mention that he was at work on his department's reorganization. Hoover, up to that time, had held no official press conferences. However, most of Hoover's fellow Cabinet members had held press conferences. Both Secretary of State, Charles Evans Hughes, and Attorney General, Harry M. Daugherty were taken to task in the New York Times story for "restricting news publication" and "initiation of a policy of secrecy" respectively.[93]

Throughout his years as secretary, Hoover enjoyed a personal popularity with the Washington press corps, but this relationship was not the result of Hoover's formal press conferences. Instead, it was the result of the informal "background" meetings that he held with the press.[94]

Hoover complained that reporters went from his press conferences "mis-stating facts" and violating the confidence of some of his remarks.[95] The formal conferences aggravated Hoover because of the reporters' confusion over what remarks he made "on the record" and those that were in confidence. In April, 1921, Croghan reported to Christian Herter that following Hoover's press conference Hoover had called some of the reporters aside and suggested that they form a committee of their peers to control the mis-statement of facts and violations of confidence.[96] The newspaper men later held a big

"powwow," according to Croghan, and selected a five-man committee with representatives from the Federal Trade Information Service, the New York Herald, New York Sun, International News Service (Hearst Papers), and the Associated Press. The duties of the committee, according to Croghan, were: (1) To pass on eligibility of men who desired to attend newspaper conferences held in all departments except State, War, Navy and the White House, and (2) To take steps to correct those who "wander from the path of fair play" in publishing stories regarding Cabinet officers.[97]

Hoover's concern over the reports of his press conferences was reflected in an August, 1921 memorandum from Croghan to Christian A. Herter.[98] Croghan reviewed the "rules" that were used in the other departmental and White House press conferences. He pointed out that the White House was the only place where direct quotations were strictly confined to printed statements. He then advised Herter against such a policy at the Commerce Department and suggested the alternatives of: (1) allowing attribution of statements to the Commerce Department, or (2) allowing attribution of statements without any source named, or (3) refusing to answer the question. Croghan added,

> From what I have observed Mr. Hoover doesn't seem to have any trouble in side stepping "loaded" questions. . . . The Department of Commerce is one of the youngest departments . . . and the adoption of hard and fast rules would probably tend to deprive it and perhaps the Secretary of some of the popularity both now enjoy in press circles.[99]

No official department policy regarding "rules" when talking to the press was found except for Bureau Circular No. 21, "Press Interviews," dated April 16, 1923.[100] The text of this document is contained in Appendix N. The circular states that all statements to be attributed to a Bureau official or the department must be written down and approved by both the official and Croghan. The press section was also to be notified by telephone of all "backgrounders" (i.e., interviews or discussions between reporters and officials for background information and with no attribution to the official, the bureau, or the department).

In a short one-line memorandum from Hoover to Croghan on April 23, 1923, Hoover ordered Croghan to "Clear all future statements."[101] Presumably this order meant Croghan was to "clear" everything through Hoover. In regard to Hoover's press conferences, the policy of written questions and answers for the press was still being debated on May 14, 1925, when Croghan sent a memorandum to Hoover stating that the press was "peeved" at the Attorney General because he was going to require all questions and answers to be written at his next press conference.[102] Croghan again stated his personal advice against such a policy for the department.

Despite the fact that Hoover disliked the uncontrolled press leaks from his press conferences, he himself used the controlled leak in his informal meetings with the press. Douglas Cater stated,

> The leak in the form of selected news privately passed to a favored correspondent has an ancient history in Washington.

> In more recent times, Herbert Hoover, Sr., while still Secretary of Commerce, was an accomplished purveyer of these journalistic tidbits.[103]

Hoover's news management is illustrated in the case of private versus government construction work in 1923. Hoover was engaged in a "Better Homes in America Campaign."[104] Briefly, the goal of this campaign was to "stimulate" more Americans to buy their own homes. The problem was that the builders were making more money on government contracts and thus favored building government office buildings and other projects rather than working on private homes. On March 2, 1923, Hoover wrote to President Harding the following letter regarding the construction problem:

> . . . It is impossible for the Administration to throw out direct warnings without reactions that are in themselves dangerous. . . . In order to get this matter in front of the country in a way that can do no damage and might do a great deal of good, I am wondering if you would address to me a note, somewhat in the enclosed sense, to which I shall reply and leave it to Welliver /Harding's secretary/ to give publicity to after you are gone /Harding was going to Florida/. My reply will be constructive, showing the volume of construction going on, and recommending that public work should be retarded so as to protect unemployment and keep the Government out of competition with private construction as much as possible.[105]

The next day, March 3, 1923, Harding wrote to Hoover the following,

> . . . The administration, in one way or another, has the direction of the Congress to carry on a very considerable volume of construction work. I would be glad to have the advice of the Department as to the policy which ought to be pursued in view of the present economic situation

> in the building industries, with a view to determine how much to speed up the construction program to which we are committed.[106]

Hoover officially replied to Harding's request on March 17, 1923, with a letter and attached table of data. A Commerce Department press release, "For use Monday Morning, March 19, 1923," contained both the request and reply. Hoover's March 17th letter concluded,

> From the above it would appear that the building and construction necessities of the country are being taken care of so far as labor, material manufacturing, and transportation facilities permit, and that the addition of Government projects at the present time will not add to the production of material or to the amount of employment in the country, but would in fact mean simple displacement of construction that could be undertaken at private hands.[107]

In his press relations, Hoover's most effective channel was the informal weekly interviews that he held with a group of the correspondents during his service as Secretary of Commerce.[108] These interviews were "off the record" backgrounders where Hoover was free to talk about any subject and "leak" any information that he wanted to. Paul Y. Anderson referred to these Hoover interviews saying,

> . . . it became the custom of a group of correspondents . . . to gather several afternoons each week in Hoover's office. There he talked freely not only about his own department, but about the departments of his Cabinet colleagues and about the affairs of the Presidency. . . . He was the best "grapevine" in Washington, and a perfect gold mine of "graveyard" stuff. . . . Gradually . . . an impression pervaded the Washington press corps, just as it pervaded their editors and the American public, that Hoover knew more about the affairs of the government and the actual condition of the country and the world than any man in Washington.[109]

Hoover's favorable relationship with the Washington press corps served to protect his department from unfavorable publicity. For example, when the Hearst newspapers decided to do a series of stories attacking the government departments for alleged bureaucratic "red tape" and other problems, the Commerce Department was left out of the series due, according to Paul J. Croghan, to the department's good relations with Hearst's Washington bureau. These good relations can be attributed, in part, to Hoover's value as a "news source."[110] In addition, Hoover had influential friends in the executive circles of the press. For example, George H. Lorimer, editor of the Saturday Evening Post, received his introduction to President Harding through his friend, Secretary of Commerce Hoover.[111]

Hoover's press relations were not all on the pleasant and friendly side. In 1922 Hoover was having some difficulty with an Associated Press reporter by the name of Miller (first name unknown). Miller was taking advantage of Hoover's informal relationship with the press by barging into Hoover's office without an appointment, according to Hoover, and generally making trouble.[112] Hoover finally wrote a letter to the Associated Press Washington Bureau Chief concerning Miller and indicated his feelings concerning good press relations. Hoover stated,

> If I felt for a moment that the matter was merely one which was annoying us I would not put it up to you, but as I know the Department is dependent on its usefulness to the country solely through its ability to get information to the country, I feel that to have the A. P. representative at odds with everyone is bad, not only for the A. P. but for the Government service.[113]

Hoover was on the receiving end of a number of complaints from the press. He was attacked for the ". . . thousands of words of mimeographed matter issued by government . . . practically none of which gets to the general public."[114] The Managing Editor of the Sharon Telegraph (Pennsylvania) termed this flow of government press releases as "waste."[115] Hoover replied to the editor that if he withheld such material from the press he would receive complaints and that he attempted to reduce useless distribution of the department's press features.[116]

In response to the department's public relations policy in regard to press interviews (see Appendix N), Hoover was charged with an "indirect form of censorship" in his press relations by William L. Daley of the United Publishers Corporation.[117] Daley complained about the interview policy that required department employees to report to a central office all conversations with the press. Daley stated that this reporting of press conversations had a tendency to penalize the initiative of reporters and was a "reversal of the department's avowed policy of publicity."[118]

Hoover replied to Daley that the policy was the result of the publication of news having a political background from his department. Hoover defended his order saying it was designed: (1) To insure that all statements made anywhere in the department were approved, authoritative, and open equally to the entire press, and (2) To prevent misleading information from irresponsible employees being given to the public.[119] Hoover concluded that the only

censorship was over untrue and irresponsible statements and he drew the line between "economic fact," open to everyone and "economic opinion" which must be expressed by men who have the responsibility solely for the protection of public and press.[120]

Hoover was very sensitive to the press and relied on a daily press summary and clipping services for his evaluation of the press results of the department's publicity campaigns.[121] In addition, Croghan's press section provided detailed periodic summaries of the department's press results as compared with those of the other executive departments.[122] It appears from these comparisons that the Commerce Department was very sensitive to its publicity standing as compared to the Department of Agriculture's standing.[123] In a typical memorandum regarding the department's press release exposure, Klein stated,

> . . . the space filled by the releases of this bureau during the six months ending Sept. 30, 1925 were 119,974 column inches, or more than enough to put eighteen columns of type up and down the Washington Monument every six months.[124]

Other press publicity reports were sent to Hoover with the "Dollars and Cents" value of the free press exposure.[125] The daily press summaries were not merely passive management tools. Hoover and his personal public relations assistants regularly used these summaries for information on which to base letters of praise or complaint to editors in all parts of the country.[126] Again, this feedback to the editors indicated Hoover's sensitivity to the power of the press.

Hoover was not satisfied with the publicity power of the Commerce Department. During the 1921-1928 period he regularly employed the services of Lupton A. Wilkinson, Inc., a publicity firm. The publicity activities of the Wilkinson firm are particularly evident in the Better Homes in America campaign and the National Conference on Street and Highway Safety campaign.[127] These particular activities are covered in Chapter IV.

Congressional Relations

Hoover's personal prestige and the constant Commerce Department flow of press releases showing "Dollar and Cents" results assisted in gaining the Commerce Department a steadily increasing Congressional appropriation in a period when the other executive departments were forced to settle for limited budgets.[128]

Thus, if the gauge of successful Congressional relations is in the amount of appropriations that a department receives, the Commerce Department had extremely cordial relations with Congress during the 1921-1928 period. W. Hawley Ellis described the reason that Hoover was able to open the tight Congressional grip on appropriations saying,

> . . . in part, it was the product of an attractive and timely rationale, one that Hoover and his publicists used repeatedly in appealing to the President, the Budget Bureau, the appropriations committees, the business community, and the general public. Their bureaucracy, they kept saying, was different. Unlike the typical variety, with its tax-eating propensities, red tape, and rigid controls, this new species paid returns on the money "invested" by generating new expansion and new revenue, delivered efficient and

> business-like service, and functioned under "responsive" and competent men, who understood national needs and "co-operated" instead of "meddling."[129]

An example of the cooperative lobbying of the business community in behalf of the Department of Commerce was reported by L. B. Gary, manager of the San Francisco District Office. In April, 1924, he wrote to Klein,

> . . . as soon as the business people out here heard that there was a likelihood of cutting the Bureau's appropriations they got in touch with the California delegation of Congressmen. I know that more than a hundred telegrams went out supporting our appropriations and that letters of cordial compliance have come in from each individual California Congressman.[130]

Hoover hired a former Congressman, James H. MacLafferty, in 1925 as one of his "personal assistants."[131] It can be assumed that MacLafferty's contacts "on the Hill" assisted Hoover and the department in Congressional matters. In 1926, the Congress became an active partner in publicizing Hoover's department by passing a special "Joint Resolution" providing for the annual printing of 40,000 copies of the Commerce Yearbook to be distributed by Congressmen and others gratis.[132]

While Hoover was not free from Congressional attack, he can be considered to have successfully influenced Congress by a combination of documented economic results and lobby pressure from business groups.[133]

FOOTNOTES TO CHAPTER III

[1] E. Pendleton Herring, Group Representation Before Congress (Baltimore, 1929), 51.

[2] Hoover Papers, Public Statements File, Address before the Food Conference of Pennsylvania Public Safety Committee, Sept. 29, 1917, Bible 4B.

[3] Hoover, Memoirs, Vol. II, 41-42.

[4] Ibid.

[5] Ibid.

[6] Hoover's critics raised the question of these business associations operating in violation of the Sherman Anti-trust Act. See Ray L. Wilbur and Arthur M. Hyde, The Hoover Policies (New York, 1937), 305-309.

[7] Hoover, Memoirs, Vol. II, 40.

[8] Wilbur and Hyde, The Hoover Policies, 45-46.

[9] Ibid.

[10] Ibid., Speaking at St. Louis on November 2, 1928.

[11] Hoover, Memoirs, Vol. II, 62.

[12] Ibid.

[13] See page 117

[14] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1921" folder, Memorandum, J. Klein to H. Hoover, Dec. 10, 1921.

[15] Ibid., The monopoly and restraint of business information by certain associations (such as the New York Banks) caused "vicious cycles of open price associations," according to Hoover. See Hoover Papers, SOCOF, Box 235, "President Harding, May-July, 1921" folder, Letter, H. Hoover to W. G. Harding, June 9, 1921.

[16] Ibid.

[17] Ibid.

[18] Ibid.

[illegible]

[illegible]

[illegible]

[19]Hoover Papers, SOCOF, Box 83, "Commerce, Simplified Commercial Practice, 1924-1928" folder, Memorandum, R. M. Hudson to H. Hoover, July 15, 1927.

[20]Craig Lloyd, "Aggressive Introvert: A Study of Herbert Hoover And Public Relations Managment, 1912-1932" (unpublished Ph.D. thesis, University of Iowa, 1970), 105.

[21]Waste in Industry, vii.

[22]Hoover Papers, SOCOF, Box 161, "Hunt, E. E., 1923-1928" folder, Memorandum, E. E. Hunt to C. A. Herter, Feb. 3, 1923.

[23]Ibid., and SOCOF, Box 162, "Hunt, E. E., 1921-1922" folder.

[24]Ibid., Box 161, Memorandum, E. E. Hunt to H. Hoover, Dec. 14, 1926.

[25]Report And Recommendations of a Committee of the President's Conference on Unemployment, Business Cycles And Unemployment (New York, 1923), 3.

[26]Hoover Papers, SOCOF, Box 208, "National Conference of Business Paper Editors, 1921-1923" folder, Letter, H. Hoover to E. J. Mehren, Apr. 5, 1921.

[27]Hoover Papers, SOCOF, Box 25, "Associated Business Papers" folder, Letter, H. Hoover to F. M. Feiker, Oct. 10, 1922.

[28]Ibid.

[29]Ibid.

[30]Ibid.

[31]Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1923-1924" folder, Memorandum, H. F. Stokes to J. Klein, Sept. 23, 1924.

[32]Hoover Papers, SOCOF, Box 208, "National Conference of Business Paper Editors, 1924" folder contains copies of the reports.

[33]Hoover Papers, SOCOF, Box 68, "Commerce, Assistants to Secretary" folder, Letter, J. H. McGraw to H. Hoover, Sept. 28, 1921.

[34]Lloyd, "A Study of Herbert Hoover And Public Relations Managment," 107.

[35]Feiker Papers, Box 1, Feiker biography.

[36] Hoover Papers, SOCOF, Box 270, "Shaw, A. W., 1921-1922" folder, Letter, H. Hoover to W. B. McKinley, Mar. 22, 1921; Letter, A. W. Shaw to H. Hoover, Mar. 26, 1921; and Telegram, H. Hoover to A. W. Shaw, Apr. 19, 1922.

[37] Ibid., Letter, A. W. Shaw to H. Hoover, Mar. 26, 1921.

[38] Feiker Papers, Box 10, "1921" folder, Letter, F. M. Feiker to A. W. Shaw, Apr. 20, 1921.

[39] Hoover Papers, SOCOF, Box 270, "Shaw, A. W., 1921-1922" folder, Telegram, H. Hoover to A. W. Shaw, May 11, 1921.

[40] Hoover Papers, SOCOF, Box 51, "U.S. Chamber of Commerce, 1921" folder, "Problems of American Commerce And Industry," An Analysis By Secretary Herbert Hoover, Address before the Chamber of Commerce of the United States, April 28, 1921; "1925-1926" folder, "Some of the Currents of Development in American Business," By Secretary Herbert Hoover, Address before the Fourteenth Annual Meeting of the Chamber of Commerce of the United States, May 12, 1926; and Feiker Papers, Box 1, "Advisory Committee on Statistics, 1924-1925" folder, "A Problem of Distribution," An Address By Herbert Hoover before the National Distribution Conference called by the Chamber of Commerce of the United States, January 14, 1925.

[41] Hoover Papers, SOCOF, Box 62, "Achievements, 1921-1923" folder, Address by Herbert Hoover before the Chamber of Commerce of the United States, New York, May 8, 1923.

[42] For examples of Feiker and Klein speeches see Feiker Papers, Box 1; and Hoover Papers, SOCOF, Box 73, "Dr. Klein" folders.

[43] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1923-1924" folder, Memorandum, J. Klein to H. Hoover, Feb. 21, 1924.

[44] Ibid.

[45] Ibid., Memorandum, J. Klein to H. Hoover, Oct. 10, 1923.

[46] For example see Herbert Hoover, "If Business Doesn't, Government Will," Vol. 12, Nation's Business (June 5, 1924), 7-9.

[47] Hoover Papers, SOCOF, Box 25, "Information Regarding Associations" folder, Letter, (unsigned) National Association of Manufactures to H. Hoover, Apr. 2, 1921.

[48] Ibid., Letter, J. Sullivan to H. Hoover, May 5, 1921.

[49] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1923-1924" folder, Memorandum, J. Klein to H. Hoover, Nov. 9, 1923.

[50] Ibid.

[51] Ibid.

[52] Feiker Papers, Box 1, "Bureau of Foreign and Domestic Commerce Circulars and Index," Bureau Circular No. 3.

[53] Feiker Papers, Box 1, "Bureau of Foreign and Domestic Commerce Circulars and Index." Bureau Circular No. 21 (supplement).

[54] Hoover Papers, SOCOF, Box 83, "Commerce, Publications" folder, Memorandum, J. Klein to H. Hoover, Apr. 24, 1925.

[55] Ibid., Memorandum, P. J. Croghan to P. Clapp, Aug. 29, 1925.

[56] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, Jan. 27, 1922.

[57] Ibid., "Dr. Klein, 1925-1928" folder, Memorandum, J. Klein to H. Hoover, May 2, 1925.

[58] Ibid.

[59] Ibid., "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, July 11, 1922.

[60] Hoover Papers, SOCOF, Box 208, "National Conference of Business Paper Editors, 1924" folder, Special Report No. 1.

[61] See Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, Jan. 27, 1922; and "Dr. Klein, 1925-1928" folder, Memorandum, J. Klein to H. Hoover, May 2, 1925.

[62] Ninth Annual Report of the Secretary of Commerce (Washington, D.C., 1921), 35-36; Seventeenth Annual Report of the Secretary of Commerce (Washington, D.C., 1929), 3-4.

[63] Ibid.

[64] Hoover Papers, SOCOF, Box 86, "Survey of Current Business" folder, Memorandum, H. P. Stokes to M. B. Lane, Sept. 6, 1924.

[65] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, Jan. 12, 1922.

[66] Eleventh Annual Report of the Secretary of Commerce (Washington, D.C., 1923), 144.

[67] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to C. A. Herter, Apr. 25, 1922.

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[illegible] Foreign, House, Sen. 72, No. 2, Claim, [illegible] Trade, Hearings, 1. Claim to H. Hoover, Jan. 22, 1929, and No. 2, Claim, [illegible] Trade, Hearings, 2. Claim to H. Hoover, May 2, 1929.

[illegible] [illegible] Report of the Secretary of Commerce [illegible], H.R., 1929) [illegible] Report of the Secretary of Commerce (mimeograph, H.R., 1929), Sen.

[illegible]

[illegible] Foreign, House, Sen. 20, Hearing of Foreign Relations Trade, Hearings, 1. Claim to H. H. Lamb, Jan. 10, 1929.

[illegible] Foreign, House, Sen. 72, No. 2, Claim, 1929 Trade, Hearings, 2. Claim to H. Hoover, Feb. 12, 1929.

[illegible] Report of the Secretary of Commerce (mimeograph, H.R., 1929), 1.

[illegible] Foreign, House, Sen. 72, No. 2, Claim, 1929 Trade, Hearings, 1. Claim to H. H. Hoover, Jan. 20, 1929.

[68] Hoover Papers, SOCOF, Box 4, "How The United States Department of Commerce Serves the Farmer" pamphlet, 23.

[69] Hoover Papers, SOCOF, Box 83, "Commerce-Publications, Sale of Publications" folder, Memorandum, J. Klein to H. Hoover, Apr. 24, 1925.

[70] Ibid.

[71] Hoover Papers, SOCOF, Box 70, "Bureau of the Census, 1921" folder, Memorandum, W. M. Steuart to H. Hoover, Aug. 6, 1921.

[72] Hoover Papers, SOCOF, Box 83, "Sale of Publications" folder, Memorandum, J. Klein to H. Hoover, Apr. 24, 1925.

[73] Ibid.

[74] Ibid.

[75] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1923-1924" folder, "Commerce Reports Sales Campaign Letter," J. Klein (no date).

[76] Ibid., Memorandum, J. Klein to H. Hoover, Nov. 9, 1923.

[77] Ibid.

[78] F. R. Cowell, "Government Departments And The Press in The U.S.A.," 221.

[79] Hoover Papers, SOCOF, Box 74, "Commerce, Foreign and Domestic, Misc., 1923-1928" folder, Bureau of Foreign and Domestic Commerce organization chart.

[80] Hoover Papers, SOCOF, Box 86, "Wilhelm, D." folder, Memorandum, D. Wilhelm to S. W. Stratton, Mar. 29, 1922.

[81] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1922" folder, Memorandum, J. Klein to H. Hoover, Aug, 22, 1922.

[82] Hoover Papers, SOCOF, Box 76, "Croghan, F. J., 1921-1925" folder, Memorandum, O. P. Hopkins to District and Cooperative Offices, Dec. 15, 1921.

[83] Ibid.

[84] Tenth Annual Report of the Secretary of Commerce (Washington, D.C., 1922), 5.

[85] Brandes, Herbert Hoover and Economic Diplomacy, 24.

[illegible] Papers, 2000, Box 1, "The United States House of Representatives Across the Atlantic" pamphlet, 21.

[illegible] Papers, 2000, Box 10, "Governors-Initiatives, Role of Politics" folder, Washington, D. Kiers to R. Hoover, Apr. 21, 1983.

[illegible] Ibid.

[illegible] Papers, 2000, Box 10, "Minutes of the Senate, Lobby Policy, Washington, D. R. Hoover to G. Hoover, Aug. 01, 1983.

[illegible] Papers, 2000, Box 11, "Politics of Politics" folder, Washington, D. Kiers to R. Hoover, Sept. 21, 1983.

[illegible] Ibid.

[illegible] Ibid.

[illegible] Papers, 2000, Box 13, "Ga. Class, 1983-1984" folder, "Congress Report Minor Committee Lobby," J. Kiers (Ga. Gov).

[illegible], Washington, D. Kiers to R. Hoover, Nov. 9, 1983.

[illegible] Ibid.

[illegible], D. Orwell, "Governors Democratic and the Power in the U.S.A.," 1983.

[illegible] Papers, 2000, Box 15, "Congress, Foreign and Domestic, 1983-1984" folder, Bureau of Foreign and Domestic Congress Congressional Hour.

[illegible] Papers, 2000, Box 16, "Politics, D. Kiers, Washington, D. R. Hoover, Washington, D. Kiers to R. Hoover, Nov. 17, 1983.

[illegible] Papers, 2000, Box 17, "Ga. Class, 1983" folder, Washington, D. Kiers to R. Hoover, Aug. 21, 1983.

[illegible] Papers, 2000, Box 18, "Congress, D. 21, 1983-1984" folder, Washington, D. R. Hoover to Congress and Congressional Congress, Dec. 12, 1983.

[illegible] Ibid.

[illegible] Jean, Journal Report of the Secretary of Congress (Washington, D.C., 1983), 5.

[illegible] Hoover, Kiers Lobby and Congress Congress, 19.

[86] Hoover Papers, SOCOF, Box 4, "How The United States Department of Commerce Serves The Farmer," pamphlet, 1.

[87] Ibid., 1-2.

[88] "Capital's Publicity Output," Public Relations, June 15, 1922, 3.

[89] J. Frederick Essary, "Uncle Sam's Ballyhoo Men," American Mercury, XXII (August, 1931), 425.

[90] Ibid.

[91] Hoover Papers, SOCOF, Box 83, "Commerce-Press Conferences" folder.

[92] New York Times, Mar. 8, 1921, p. 3.

[93] Ibid.

[94] Joslin, Hoover Off The Record, 68-69; and Clark, Washington Dateline, 66-67.

[95] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, P. J. Croghan to C. A. Herter, Apr. 18, 1921.

[96] Ibid.

[97] Ibid.

[98] Ibid., Memorandum, P. J. Croghan to C. A. Herter, Aug. 3, 1921.

[99] Ibid.

[100] Hoover Papers, SOCOF, Box 83, "Commerce-Publicity" folder, Bureau Circular No. 21.

[101] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, H. Hoover to P. J. Croghan, Apr. 23, 1923.

[102] Ibid., Memorandum, P. J. Croghan to H. Hoover, May 14, 1925.

[103] Douglas Cater, The Fourth Branch of Government (Boston, 1959), 130.

[104] See page 105

[105] Hoover Papers, SOCOF, Box 235, "President Harding, March 1923-July, 1924" folder, Letter, H. Hoover to W. G. Harding, Mar. 2, 1923.

[illegible]

[illegible]

[illegible]

[106] Ibid., Letter, W. G. Harding to H. Hoover, Mar. 3, 1923.

[107] Ibid., Press Release, Mar. 17, 1923.

[108] Joslin, Hoover Off The Record, 68; and Clark, Washington Dateline, 66-67.

[109] Paul Y. Anderson, "Hoover and the Press," Nation, CXXXIII (October 14, 1931), 382.

[110] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, P. J. Croghan to H. Hoover, Dec. 8, 1925.

[111] Hoover Papers, SOCOF, Box 235, "President Harding, August-November, 1921" folder, Letter, C. C. Stetson to G. B. Christian, Jr., Oct. 11, 1921.

[112] Hoover Papers, SOCOF, Box 25, "Associated Press" folder, Letter, H. Hoover to N. Noyes, Mar. 24, 1922.

[113] Ibid.

[114] Hoover Papers, SOCOF, Box 83, "Division of Publications" folder, Letter, W. L. Aiken to H. Hoover, Apr. 17, 1924.

[115] Ibid.

[116] Ibid.

[117] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Letter, W. L. Daley to H. Hoover, May 28, 1923.

[118] Ibid.

[119] Ibid., Letter, H. Hoover to W. L. Daley, June 1, 1923.

[120] Ibid.

[121] See Hoover Papers, Secretary of Commerce Personal File (Hereafter cited as SOCPF) Boxes 70-71 for press clippings and news digests. Hoover hired two commercial clipping services: Luce Press Clipping Bureau and Pacific Northwest Press Clipping Bureau. These outside clipping services were included in the department's daily news digests.

[122] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925"

[123] Hoover Papers, SOCOF, Box 83, "Commerce Publicity" folder, Memorandum, J. Klein to H. Hoover, June 4, 1924.

[illegible]

[illegible]

[illegible]

[124] Ibid., Memorandum, J. Klein to H. Hoover, Oct. 15, 1925.

[125] Ibid., Memorandum, J. Klein to H. Hoover, Apr. 16, 1925. This memorandum described the clipping total for one week as 4,309 column inches (representing 707 papers) and figuring an advertising rate of $4.50 per column inch, the value of the "free advertising" was listed as $19,300.

[126] See Hoover Papers, SOCPF, Boxes 57-65, "Newspapers-a-to-z" folders. The letters from Hoover and his personal public relations assistants to the various editors document the routine flow of correspondence between Hoover's office and the newspapers.

[127] Hoover Papers, SOCOF, Box 54, "Mayer, R. C." folder, Letter, W. C. Mullendore to R. C. Mayer, Mar. 19, 1923 (regarding Better Homes press release); Letter, W. C. Mullendore to R. C. Mayer, Mar. 30, 1923 (regarding Child Health press release); SOCOF, Box 97, "Conferences, Street and Highway Safety, Nov.-Dec., 1924" folder, Telegram, L. A. Wilkinson to H. Hoover, Nov. 5, 1924.

[128] Brandes, Herbert Hoover and Economic Diplomacy, 13.

[129] W. Hawley Ellis, "Herbert Hoover and the Expansion of the Commerce Department" (unpublished paper presented at the Organization of American Historians, Los Angeles, April, 1970), 8. See Accession No. 175, Herbert Hoover Presidential Library, West Branch, Iowa.

[130] Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1923-1924" folder, Memorandum, J. Klein to H. Hoover, May 12, 1924.

[131] Hoover Papers, SOCOF, Box 96, "Chamber of Commerce of the United States, 1925" folder, Letter, H. Hoover to A. B. Barber, Mar. 20, 1925.

[132] Hoover Papers, SOCOF, Box 73, "Commerce Yearbook, Misc." folder, U.S. Congress, Joint Resolution To Provide For The Printing Of The Commerce Yearbook, Senate, Joint Resolution 54, 69th Cong., 2nd sess., 1926.

[133] Hoover's Congressional critics included: Senators William King (Utah), Kenneth McKellar (Tenn.) and James A. Reed (Mo.).

CHAPTER IV

PUBLIC RELATIONS CAMPAIGNS

The purpose of this chapter is to outline two of the Commerce Department's 1921-1928 period "cooperative" public relations campaigns and to provide a brief description of the department's use of motion pictures, radio broadcasting and exhibits. The public relations campaigns included: (1) Better Homes in America (1922-1928) and (2) National Conference on Street and Highway Safety (1924-1926).

Better Homes in America

One of Herbert Hoover's basic beliefs was that,

> A primary right of every American family is the right to build a new house of its heart's desire at least once. Moreover, there is the instinct to own one's own home with one's own arrangement of gadgets, rooms, and surroundings.[1]

In 1921 Congress had appropriated $50,000 to establish a Building and Housing Division within the Commerce Department.[2] In his reorganization of the department, Hoover placed the new division in the Bureau of Standards. One of the goals of the Building and Housing Division was the "creation of public interest in home ownership."[3]

Hoover discussed his plans for increasing the construction of homes in a March, 1921 letter to President Harding saying,

CHAPTER II

PUBLIC RELATIONS CAMPAIGNS

The purpose of this chapter is to outline two of the Commerce Department's 1921-1929 major component parts: public information campaigns and to provide a brief description of the department's use of motion pictures, radio broadcasting and exhibits. The public relations campaigns included: (1) Better Homes in America (1922-1929) and (2) National Conference on Street and Highway Safety (1924-1926).

Better Homes in America

One of Herbert Hoover's basic beliefs was that,

> A primary right of every American family is the right to build a new home or fix up their's during at least some time. Everywhere, where is the instinct to own one's own home with one's own arrangement of gardens, rooms, and surroundings.[1]

In 1921 Congress had appropriated $50,000 to establish a Building and Housing Division within the Commerce Department.[2] In his reorganization of the department, Hoover placed the new division in the Bureau of Standards. One of the goals of the Building and Housing Division was the promotion of public interest in home ownership.[3]

Hoover discussed his plans for increasing the construction of homes in a March, 1921 letter to President Harding saying,

> My proposal . . . is to determine what can be done to ameliorate the building situation by stimulation of voluntary action, particularly amongst local communities, endeavoring to bring various elements in the problem together for some mutual adjustment.[4]

Dr. John M. Gries, a Harvard University professor, was chosen as the head of the Building and Housing Division in June, 1921.[5] Gries' division spent most of the latter half of 1921 surveying the construction trades on unemployment rates, material and labor costs, etc. Questionnaires were also sent to 700 city health departments asking about general housing conditions including overcrowding, etc.[6]

In August, 1921, Gries sent Hoover a memorandum on "Promotion and Contacts with Local Groups."[7] He stated,

> We shall endeavor to set forth the necessity for community effort by general publicity, issuing statements on percentage of home ownership, the shortage of houses, the effect of an inactive construction industry on business, the loss from seasonal inactivity, and the like. In a great many cases we shall have to rely on national associations to initiate group activities.[8]

Gries also listed the National Federation of Construction Industries, Chamber of Commerce of the United States, and the National Congress of Building and Construction Industry as cooperating associations.[9]

The Commerce Department opened its Better Homes publicity campaign in February, 1922, with the release of a housing letter that Hoover had sent to President Harding.[10] The letter stated that there was a housing shortage of nearly a million homes due to the suspension of home building during the war. Hoover pointed out, in his letter, that 100 local building conferences had already been held throughout

> By proposed . . . is to determine this can be done by mediation via building education by evaluations of existing stocks, providing support local committees, encouraging to bring various elements in the problem together for some mutual adjustment.[6]

Mr. John A. Orme, a Harvard Economics professor, was chosen on the basis of his building and housing activities in Iowa, Ohio.[7] Orme's activity spans most of the Little half of 1971 encompassing the conferencing issues on unemployment trends, housing and labor costs, etc. Conferencing were also used to pick over health delivery, making about general housing conditions including overcrowding, etc.[8]

In August, 1971, Orme was forced a conference on "Financial and Economic Site Issues Groups."[9] It stated,

> In small, moderate to and fixed the necessity for essentially action by general publicity, issuing statements on knowledge of home ownership, the shortage of housing, the effect of or housing construction industry on business, the land fund, personal insecurity, and the jobs. In a given week groups on about home to help on national associations to initiate group activities.[10]

Orme also stated the Federal Federation of Construction Industries, Chamber of Commerce of the United States, and the National Congress of Building and Construction Industry in supporting resolutions.[11]

The Commerce Department created its Review Group publicity campaign in February, 1971, also the initiative of a housing Senator Hoover had seen in President Harding.[12] The latter stated that there was a housing shortage of nearly a million homes due to the suspension of home building during the war. Hoover believed and, in the review, that 100 local building conferences had already been held throughout

the country to stimulate new home construction and several industry-government committees were at work on revision of building codes and other related construction topics.[11]

Also in 1922 Hoover and Mrs. William B. Meloney, editor of the Delineator (women's magazine), created a volunteer civic organization called "Better Homes in America."[12] The financial support for the organization came from private sources.[13] Although officially a private organization, Better Homes in America was from the start a semi-official appendage of the Commerce Department. Hoover stated, "The purpose of the Better Homes organization was to support the Departmental ideas."[14] The Better Homes mission was to act as a national home building information and organization center. The informational material disseminated by Better Homes in America was aimed primarily at local women's clubs. These clubs were encouraged to mobilize their communities behind a nationwide Better Homes educational campaign.[15]

Appendix O contains an outline of the national and local Better Homes in America organization. The National Advisory Council of Better Homes in America was a source of inspiration to local women's clubs and a source of inter-group liaison and contacts for the national headquarters. The main job of the national headquarters was to conduct direct mail campaigns to recruit local Better Homes chairmen and then to assist these chairmen with guidebooks on organization of local campaigns including suggestions for publicity arrangements. The headquarters also sent "field agents" to visit state women's club

the security of providing the black communities and general taxpayers, promoters continued very of risk of benefits of building roads and other related transportation systems.[12]

Also in 1957 Grover and Mrs. William R. Hickey, editor of the Bulletin (weekly magazine), formed a volunteer civic organization called "Better Homes in Detroit."[13] The financial support for the organization came from private sources.[14] Although officially a private organization, Better Homes in Detroit was from the start a semi-official clearinghouse of the Detroit Government. Further stated, the purpose of the Better Homes organization was to support the Redevelopment Codes.[15] The Better Homes objective was to act as a national home building technician and organization evolved. The international industry discussed by Better Homes to director was about security of 1000 women's clubs. These clubs were contributing to positive urban conditions until a national Better Homes organization emerged.[16]

Detroit's contacts as activist of the national and local Better Homes in America organization. The Detroit Redevelopment Council of Better Homes in Detroit was a source of inspiration to local women's clubs and a source of grass-roots ideas and models for the national organization. The main job of the national headquarters was to contact civic and community in towns local Better Homes organizations and work to obtain Homes clubhouse and guidance in organization of local employment training programs for industry management. The headquarters also made "clinic people" to visit Ford's women's club

leaders, state educational leaders, etc., to stimulate interest in the movement.[16] One state superintendent of home economics education was stimulated to use his monthly newsletter to public school teachers to request cooperation with Better Homes in America.[17]

The annual focus of the Better Homes in America movement was on "Better Homes Week." The guidebooks and other material sent out by the national headquarters were designed to assist in organizing this special week's events. Appendix P includes excerpts from the Better Homes guidebook provided to assist local chairmen in Better Homes Week planning. The women's clubs were encouraged to interest local businessmen in building and furnishing a modest home to be used as a demonstration exhibit during Better Homes Week. A sample program for the week's events is also included in Appendix P.

The Better Homes in America organization was incorporated as a non-profit educational organization in December, 1923.[18] This action was the result of the growth of the movement and the need of a full time staff to keep out commercial intervention in the Better Homes Week exhibits and demonstrations.[19] The growth of the Better Homes Week activities is reflected on page 115 of this chapter which contains the number of local committees participating in the period 1921-1928.

The Better Homes in America, Inc. organization continued operations until 1935. At its height the organization contained 9,000 local committees with a membership of 30,000 people, mostly women.[20] Some of the more significant aspects of the 1922-1928

Better Homes campaigns were as follows:

(1) Inter-departmental Federal Government Cooperation: In addition to the dominate hand of Hoover and the Commerce Department, the Better Homes in America campaign received active support from the Children's Bureau of the Department of Labor, the Bureau of Education of the Department of the Interior, the Bureau of Home Economics of the Department of Agriculture, and the Extension Service of the Department of Agriculture. Through this official federal help, various state and county government officials were also recruited to assist Better Homes.[21]

An example of the high level official support Better Homes in America received was demonstrated in Washington, D.C. June 4, 1923. At Hoover's request, President Harding took part in the official opening of a Better Homes Week exhibit house. The house had been privately built on federal park land(by special authorization of the Congress) just behind the Treasury Department Building on Sheridan Circle.[22] In addition to the President's appearance and the location, the house had one other built-in publicity value. The house was designed after the cottage on Long Island, N.Y. that had inspired John Howard Payne's song "Home Sweet Home." In 1923 the centennial celebration of "Home Sweet Home" was being observed.[23]

(2) Publications: Better Homes in America, Inc. advertized both its own and several government publications relating to home building, home ownership, home economics, etc. More than 250,000 copies of the Commerce Department pamphlet "How to Own Your Own Home"

were sold in 1924.[24] Hoover recalled the help of the Better Homes movement in selling the department's publications saying,

> In the Department we prepared under skilled hands several simple pamphlets telling how to locate, acquire, finance, and build a home. As a result of the propaganda of Better Homes, the Public Printer sold millions of them.[25]

(3) Publicity organization: The Better Homes in America annual headquarter's publicity budget ranged from $12,800 in 1925 to $5,000 in 1927.[26] Before incorporation in December, 1923, Better Homes publicity was coordinated by Marie Meloney and the Delineator staff in New York City. After incorporation, Hoover hired the Lupton A. Wilkinson, Inc. publicity firm to coordinate national publicity.[27] The "outside" publicity arrangement with Wilkinson lasted from December, 1923, until December, 1927, when the firm was let go due to a lack of funds in the 1928 budget for "outside publicity."[28]

Since the beginning of the Better Homes campaigns in 1922, all Better Homes national publicity was cleared through Hoover's office at the Commerce Department.[29] Hoover maintained his publicity supervision in New York City by having the Delineator staff or the Wilkinson firm clear proposed releases through the American Relief Administration offices in New York. The American Relief Administration (A.R.A.) was a privately funded European Relief organization that had taken over the work of the war-time Food Administration with Herbert Hoover as chairman.[30] Hoover's trusted A.R.A. "clearance agents" were Frank C. Page, A.R.A. secretary and George Barr Baker, A.R.A. publicity director. The A.R.A. staff, when necessary, cleared publicity material

through Hoover's public relations assistants in Washington.[31]

The national publicity was channeled through both newspapers and periodicals. The specialized periodicals included: Child Welfare magazine, the public information organ of the Congress of Parents and Teachers; Camp Fire Girls magazine; Journal of Home Economics; Red Cross Courier; Architect and Engineer; The American City; etc.[32] However, the local committees were the primary publicity agents for Better Homes. The national headquarters would send the committees "packaged press releases" and after adding the local angle, the committees would take the releases to the local media. In 1926 Marie Meloney reported on the "Dollars and Cents" results of the 1925 campaign. Under the topic of publicity she reported,

> 1,015 committees reported 2,191 news columns of publicity. Allowing 1,840 columns more for chairman not reporting, we would have a total of 4,031 columns, which, at the rate of $20 per column (the price paid by the only committee which made the mistake of paying for its publicity) would amount to $80,000.[33]

(4) Educational Link: Schools were actively recruited to participate in the Better Homes Week. For example, a Better Homes' publication, Boy-Built Houses, described how vocational training classes could build small educational cottages which could also be used by girls' home economics classes in teaching homemaking subjects. Another Better Homes' publication, Why and How to Teach Civic Effectiveness, outlined the following subjects and their role in a Better Homes campaign:[34]

Home economics (cooking and decorating)
Physics (heating and lighting)
Manual Training (carpentry and scale models of houses)
Mechanical drawing (house plans)
Drawing (posters)
Commercial (budgets)
Math (budgets)
Gardening
English (home library, essays)
Recreation (games in home)
Elocution (five-minute speakers)
Music (home music)
Civics (relation of individual, family, community, etc.)
Chemistry (antiseptics, paints)
Botany (flowers, shrubs)
Geography (home life in other lands)
History (home life of famous men)

(5) American Institute of Architects: The Building and Housing Division, Commerce Department, found in its research that one of the problems in getting families of modest income to build new homes was the lack of inexpensive, sound house plans. Therefore, Hoover stimulated the American Institute of Architects to organize the Architect's Small House Service Bureau of the United States, Inc., a limited-dividend corporation. This bureau published A Plan Book of Small Homes which contained various plans for modest homes and sold for 25 cents.[35]

(6) Audio-visual aids: The Better Homes in America headquarters offered various audio-visual aids to local committees. The Pathé Motion Picture Company produced a short subject film on house plans, based on the plans of the Architect's Small House Service Bureau. Another film entitled "Home Sweet Home" was produced by the General Federation of Women's Clubs. This film showed President Harding endorsing the 1923 Better Homes Week campaign.[36] In addition, various Department of Agriculture films relating to Better Homes'

topics were offered to local committees and in 1927 a series of six lantern slide presentations were made available by the Better Homes in America headquarters.

(7) Feedback: One of the most important elements of these Better Homes campaigns was the attempt by the national headquarters to acquire "post-campaign reports" from the local Better Homes chairman. Questionnaires were sent by the headquarters to local chairmen and also included in the Better Homes in America Guidebooks. The Hoover Papers include Better Homes in America Guidebooks with descriptions of prize winning local campaign results, but there are no documents containing the questionnaire reply rate or other indications of reports received.[37]

(8) Prizes: To stimulate local Better Homes activities and the return of post-campaign reports, the national headquarters offered various prizes ranging from $500 to $50. These prizes included awards for: (1) Type of demonstration home, (2) Campaign organization and community support, (3) Campaign features and (4) Results. Special awards were given to communities with less than 10,000 population and to school practice house demonstrations. Herbert Hoover headed the awards committee which also included Dr. John M. Gries and Mrs. William B. Maloney.[38]

(9) Better Homes in America Budget: As mentioned earlier, the Better Homes organization budget was raised from private sources. An example of the appropriated 1927 Better Home in America budget is shown on the next page. The figures in parenthesis are those appropriated

Lupulus been referred to Sabol quantitatives was in 1917 a series of six Jackson white photographs were lost published by the Sabine Times in electric lamplighters.

(7) Problems: one of the most important elements of these Sabine Times analogies was the attempt to the national manufacturing to novelize "post-industrial novelist" from the Sabol Sabine Times machines. Characteristics were best by the manufacturers to Sabol chairman and also included to the Dryer Power to Sabine Publishing. The Power Figure includes Sabine Times to American Conference with description of prime electric Sabol technology research, but there are no documents indicating his participation prior role or minor publishing of reports received.[7]

(8) Pictures: In academic Sabol Dryer Times activities and the making of year-changing reports, the published manufacturer offered various Sabine reading from 1917 to 1921. These series included weeks from: (1) Type of Commercial Lamp, (2) Charging requirements and maintenance support, (3) Operation Features and (4) Results. Sabol's awards were given to companies with less than 20,000 population and is second provides Times demonstrations. Sabine Dryer Sabine the Sabine electrical series which described by Jim Sullivan and Jim Sullivan, William E. Mooney.[8]

(9) Sabine Times in Service Reports: In published article, the Sabine Times Corporation Dryer was issued five service summary. In memory of the Corporation 1917 Sabine Times in service report in over an hour week-plus. The Figures in presentation are those associated

for certain items in 1925 which was the second year that the movement was incorporated with an independent executive staff.[39]

Better Homes in America
Budget for 1927

Rent	$ 2,600.00	
Salaries (Staff and Clerical	38,400.00	
Supplies and Equipment	2,700.00	
Postage and Express	6,300.00	($4,000.00)
Telephone and Telegraph	600.00	
Multigraph and Mimeograph	1,500.00	(2,000.00)
Travel	4,100.00	(5,000.00)
Field Agents	3,000.00	(3,000.00)
Prizes	1,600.00	(2,000.00)
General Expenses	1,200.00	
Preparation of Special Publications	3,000.00	
Publications (Printing)	6,000.00	(12,000.00)
Publicity	4,000.00	(12,800.00)
Total	$75,000.00	($84,230.00)

(10) Scope of Better Homes Activities: Finally, the Better Homes in America movement was involved with much more than just construction of houses. Hoover endorsed the opinion of George W. Wilder, publisher of the Delineator, who stated,

> The movement for Better Homes means not only the houses but the furniture in the houses, the books in the houses, the things in the kitchen, better babies, and everything else that pertains to making a home a home as distinct from a house.[40]

It is difficult to measure the effectiveness of the Better Homes in America campaigns in the context of the above definition of the scope of Better Homes' activities. Nevertheless, the number of dwelling units built during the 1922-1928 period along with the number of local Better Homes committees offers a partial measure of the campaign's success.

Our counterpart Lions in 1950 which was the second year that the Atwater Home functioned as with an independent operating budget.[7]

Atwater Home in America
Budget for 1951

Rent	$ 2,600.00	
Salaries (Staff and Clerical)	28,000.00	
Supplies and Equipment	2,700.00	
Postage and Express	6,200.00	(24,000.00)
Telephone and Telegraph	800.00	
Maintenance and Housework	2,500.00	(3,000.00)
Travel	1,200.00	(2,700.00)
Food Agents	3,000.00	(2,000.00)
Prints	1,000.00	(3,000.00)
General Expenses	1,800.00	
Transaction of Special Functions	1,200.00	
Functions (Training)	6,000.00	[12,000.00]
Publicity	1,000.00	[12,000.00]
Total	$75,000.00	($90,000.00)

(10) Scope of Atwater Home Activities. Finally, the Atwater Home in Boston Commonwealth was involved with some such Jewish conversion of Greeks. Lionel analyzed the relation of Greeks to either. Publication of the Publication was active.

The movement for Atwater Home homes not only the homes but the functions in the homes, the homes in the homes, the change in the schools, Atwater studies, and everything else that provides to making a home a home as a Christian Jew a home.

It is difficult to measure the effectiveness of the Atwater Home in meeting requirements in the context of the more definition of the scope of Atwater Home' activities. Nevertheless, the course of monitoring units built during the 1950-1952 period along with the number of Local Atwater Home committees without a personal measure of the committee's success.

Better Homes Local Committees

Year	No. of Participating Committees[a]
1922	961[b]
1923	596
1924	779
1925	1,867
1926	2,965
1927	3,638
1928	5,048

[a]Figures taken from the Annual Reports of the Executive Director, Better Homes in America, Inc., to the Board of Directors, Hoover Papers, SOCOF, Box 41, folders by years.

[b]Hoover Papers, SOCOF, Box 41, Letter, M. W. Maloney to J. M. Gries, Feb. 1, 1923.

Dwelling Units Constructed
1921-1928

Year	No. of Dwelling Units Constructed[a]
1921	449,000
1922	716,000
1923	817,000
1924	893,000
1925	937,000
1926	849,000
1927	810,000
1928	753,000

[a]F. W. Dodge Corporation reports, Hoover, Memoirs, Vol. II, 96.

One general public relations factor stands out in the study of the Better Homes in America campaigns and that is the careful national management of public information and publicity materials. This

Series Three: Legal Commission

Year	No. of Participants for Security Issues*
1968	[illegible]
1969	[illegible]
1970	[illegible]
1971	[illegible]
1972	[illegible]
1973	[illegible]
1974	[illegible]
1975	[illegible]

*Figures taken from the annual reports of the Commission Secretary, Harper Street in Dublin, Inc., to the Board of Directors, Income Tax, 1975, Box 12, Folder 37 [illegible].

[illegible] Income Taxes, 1975, Box 12, [illegible] to [illegible] Feb. 1, 1975.

Trading Data Consolidated
1972-1976

Year	No. of Trading Data Consolidated*
1972	[illegible]
1973	[illegible]
1974	[illegible]
1975	[illegible]
1976	[illegible]
1977	[illegible]
1978	[illegible]
1979	[illegible]
1980	[illegible]
1981	[illegible]
1982	[illegible]

*B. H. Dodge Commission Minutes, Income, Trading, Vol. 17, 19[illegible].

The General Public Relations Survey should not be the study of the Service Income in American companies and work, in the annual Legislative Management of public information and publicity matters. This

management resulted in careful planning and placement of these materials to best stimulate local community action.

National Conference on Street and Highway Safety

The first National Conference on Street and Highway Safety (called by Secretary Hoover) was held at the Washington, D.C. headquarters of the Chamber of Commerce of the United States, December 15-17, 1924. The purpose of the conference was to bring together (see Appendix Q) the many official and semi-official civic and business groups which had an interest in traffic safety. The conference provided a central "pool of experts" who drew up a "cooperative plan" of action to be followed by the individual states, cities and towns throughout the United States.

Colonel Alvin B. Barber, executive secretary of the Chamber of Commerce of the United States, was appointed by Hoover as Conference Director and Ernest Greenwood, Secretary of the National Automobile Chamber of Commerce, was selected as conference secretary. In a June, 1924 speech Barber explained the purpose of the upcoming conference saying,

> It is not a Conference designed to engage in elaborate researches, or long continued studies. It is to bring together and put in useable form the knowledge which already is in existence and available in the minds of men. Its aims are to secure agreement upon the great bulk of matters of importance, without waiting to attain perfection in every detail; to eliminate lost motion and waste of effort; *to arouse and direct the great volume of public opinion in support of the safety movement.*[41] (Italics mine.)

management, resulted in careful planning and placement of state patrol-men in best strategic local community sites.

National Conference on Street and Highway Safety

The first National Conference on Street and Highway Safety (called by President Truman) was held in the Washington, D.C. Auditorium of the Chamber of Commerce of the United States, December 10-11, 1946. The purpose of the conference was to bring together (see Appendix A) high ranking officials and representative civic and business groups who had an interest in traffic safety. The conference provided a central "pool of interest" and also gave an "encouraging start" of action to be followed by the individual states, cities and towns throughout the United States.

Colonel Ellis S. Ashby, executive secretary of the Chamber of Commerce of the United States, had contacted Mr Warner to Conference Director and Donald Stevenson, President of the National Automobile Chamber of Commerce, was selected as conference secretary. In a few, brief words Ashby established the purpose of the executive conference meeting.

> It is not a Conference designed to engage in elaborate discussions, or long continued studies. It is to bring together and put in speaking form the knowledge which already is in existence and available in the minds of men. The aim is to secure agreement upon the great basic principles of improvement without waiting for studies predicated on every detail to show long long periods and years of effort; to develop and direct the great energy or public opinion in behalf of the United States. (Italics added.)

The December, 1924 traffic safety conference was planned with great care by Hoover and his conference director. The conference itself was almost an anti-climax to the prior committee work which had begun in April, 1924. Theodore G. Joslin, President Hoover's secretary, described Hoover's conference tactics as follows:

(1) Prepare a program to the last detail before calling the conference.

(2) Reduce contemplated action to written words.

(3) List community leaders and call to the conference.

(4) Outline the situation and produce a written document.

(5) If the document is acceptable, then produce a statement for publication (prepared in advance, rather than leaving press statement to be worked out among conferees).

Joslin also stated,

> He [Hoover] left nothing to chance. . . . In these conferences . . . he always talked straight to those about him, not dictorially but in an informative manner, covering the pertinent information he had assembled, seeking to impress them with the conclusions he had reached. . . . A common observation during his service as Secretary of Commerce was that he rarely made his remarks directly to those with whom he was talking. Sometimes he would seem to be speaking into space.[42]

Appendix Q contains an outline of the organizational actions that Hoover and his associates took in regard to the National Conference on Street and Highway Safety. The conference "tactics" that Joslin described can generally be confirmed by the Appendix Q outline.

The general conference's recommendations and plans of action

were hammered out in the eight committees listed in Appendix Q. The two committees of the most public relations interest were: the Public Relations Committee and the Education Committee.

The Public Relations Committee was a late addition to the committee list which was originally organized in April. On June 6, 1924, Hoover sent a letter to George M. Graham, Vice-President of the Chandler Motor Car Company, Cleveland, Ohio. Hoover stated,

> In connection with the development of the Conference on Street and Highway Safety, there has come to my attention the need for some special consideration of the question of public relations involved. There especially appears to be need of ascertaining and preparing a statement showing the activities of different public, semi-public or private agencies working on various phases of the problem, either devoting themselves particularly to this question or giving it attention incidently to their other activities. Other phases of the problem will appear as the study develops . . . I have come to the conclusion that a special committee to be known as the Committee on Public Relations should be established.[43]

The public relations committee came from a late start to a leading position as overall steering committee of the conference.[44] Four days after the above letter was sent to Graham, Col. Barber publicly stated,

> . . . there is a Committee on Public Relations which will report on two subjects. First--the organization for proper control of traffic and traffic safety which the various states and municipalities should adopt to meet the heavy responsibility which rests upon them, and second--the part which the cooperative organizations and associations can play in developing public opinion and promoting the adoption of the measures which will be recommended by the Conference.[45]

Thus, the public relations committee had the job of carrying the conference's message to the local communities and providing plans and information to mobilize public opinion behind traffic safety measures. The people charged with this task were:[46]

Public Relations Committee

George M. Graham	Vice-President, Chandler Motor Car Company, Cleveland, Ohio, Chairman.
M. J. Gormley	American Railway Association.
J. P. Barnes	President, Louisville (Ky.) Railway Company, American Electric Railway Association.
John J. Boobar	President, National Association of Taxicab Owners, Washington, D.C.
Lewis A. DeBlois	President, National Safety Council, Wilmington, Del.
J. M. Eaton	American Mutual Alliance, New York.
Benjamin G. Rymon	Registrar of Motor Vehicles of Pennsylvania, President, Eastern Motor Vehicle Commissioners' Conference, Harrisburg, Pa.
Elliot H. Goodwin	Vice-President, Chamber of Commerce of the United States, Washington, D.C.
C. I. Hitchcock	President of the Insurance Field, Louisville, Ky.
Thomas H. MacDonald . . .	Chief of the Bureau of Public Roads, Department of Agriculture, Washington, D.C.
Ernest N. Smith	General Manager, American Automobile Association.
L. R. Ames	North Carolina Highway Commission, American Association of Highway Officials.
A. W. Whitney	National Bureau of Casualty and Surety Underwriters, New York City.
Pyke Johnson	National Automobile Chamber of Commerce.
W. W. Cloud	Committee on Education of the conference.
Alvin E. Barber	Director of the conference (ex-officio).

The public relations committee recommendations, along with those of the other seven committees, were summarized in a conference findings booklet. The public relations committee recommendations were mainly concerned with "stimulating" local community actions through both official and semi-official organizations. Some of the public

Then, the public relations specialist had the job of carrying the conference's message to the local personalities and convincing them and influencers to exercise public opinion behind traffic safety measures. The results charged with this task were:[4]

Public Relations Contacts

George E. Cryder	Vice-President, Standard Oil Company, Cleveland, Ohio, Chairman.
E. G. Dunlap	Executive Safety Specialist.
J. T. Dorsey	President, Lackawanna (Co.) Safety Council, Scranton District Safety Supervisor.
John J. Tighe	President, National Association of Tracking Company Managers, N.Y.
Lewis A. Sullivan	President, Business Safety Council, Atlanta, Ga.
J. E. Brown	Executive Secretary, Illinois Safety Council, Chicago, Ill.
Benjamin D. Flynn	President of Motor Vehicles of Massachusetts, President, Massachusetts Motor Vehicle Commissioners' Conference, Springfield, Mass.
Allen W. Dowdell	Vice-President, Council of Commerce of the United States, Washington, D.C.
G. Z. Prescott	President of the Southern Pines, Inc., Aberdeen, N.C.
Thomas H. Woolwine	Chief of the Bureau of Public Roads, Department of Agriculture, Washington, D.C.
Donald M. Wills	General Manager, Portland Automobile Association.
L. M. Hale	North Carolina Highway Commission, Raleigh, Secretaries of Highway Officials.
L. W. Mahney	National Bureau of Casualty and Surety Underwriters, New York City.
Byron Kanaan	National Automobile Dealer's Association.
W. M. Cloud	Committee on Education of the Conference.
Alvin E. Butler	Chairman of the Conference (ex-officio).

The public relations specialist recommended, along with some of the other local influentials, more publicity to a conference finding boards. The public relations specialist recommendations were mainly concerned with "publicizing" local committee actions through both official and semi-official representations. Some of the media

relations steps outlined in the conference findings booklet are described on pages 124-125 of this chapter.

Copies of the conference findings were sent to the press and mailed to those groups that requested copies. The Hoover Papers contain no records regarding distribution lists of the conference findings. The public relations committee published a special booklet entitled Questions and Answers Based on the Report of the National Conference on Street and Highway Safety. This "pocket sized" booklet was designed to assist the average citizen in developing his own local traffic safety campaign. The forward to the booklet was signed by Elliot H. Goodwin who was the "Chairman, Subcommittee on Publicity and Speakers Bureau, Public Relations Committee."[47] The booklet contained traffic safety statistics and answered such questions as: "What part can women's organizations play in the effort to revise the accident rate downward?" and "What obligations have local organizations in dealing with the problem of accident prevention?"[48]

One of the objectives of the conference was to encourage the adoption of a nationwide motor vehicle code regarding traffic laws and vehicle safety standards. To gain public support for such a code, Hoover created a public demonstration of the problems encountered by the motorist under the old laws. Hoover stated,

> In our work to promote its [code's] adoption we sent an automobile from New York to San Francisco and another from San Francisco to New York. The driver of each car had orders to follow scrupulously the laws of his own state and municipality. One of them was arrested eighteen times, the other twenty-two times, for violation of laws which differed from

their own. The two met with sixteen actual accidents and avoided scores of potential ones only because of their driving skill (and quick breaks from home state laws).[49]

The planned use of press releases for conference publicity is indicated in Appendix R. The press release strategy seemed to be generally as follows:

Date(s)	Area of promotion
April 19, 1924	Initial release of steering committee meeting and conference plans.
May	Releases concerning appointments to the seven committees.
June, July, August, September	Releases concerning comparative listing of cities status regarding traffic safety and suggestions for what can be done about it.
October	Pre-convention buildup, Speech by Conference Director, Announcement of Conference Dates.
November	Lupton A. Wilkinson, Inc., publicity firm, hired by Hoover to assist in pre-conference publicity (Nov. 5th).
	Advance release of Committee Reports (to be presented at conference).
December	Continued advanced release of Committee Reports, Conference program announced, Opening Speech released and mimeographed findings released.
February, 1925	Post-Conference Results announced.

In connection with the press relations of the conference, a special report for the National Conference of Business Paper Editors was prepared.[50] Harold P. Stokes requested the special report from

level. Some have sub-criteriums (small-scaleness and avoidance scores of potential usual only because of lower defining edits [and calls across from-base where time]).[49]

The planned use of press releases for conference publicity is indicated in Appendix B. The press release strategy seemed to be generally as follows:

Date(s)	Area of Coverage
April 12, 1966	Initial release of meeting committee working and conference plans.
May	Personnel assuming responsibilities as conference approaches.
June, July, August, September	Release of successful experiments in limited of which above regarding traffic safety and suggestions for what can be done about it.
October	Pre-conversation building, issues by conference principle, announcement of conference dates.
November	Session a- Wilkinson Inc., publicity plan, hired by Hoover to assist in conference publicity (Nov. 7th). Afternoon release of Consulting Service (to be presented at conference).
December	Continued invited release of Committee Reports, Conference program announced, Speaker Bureau related and community-wide studies released.
February, 1967	Post-Conference Speech's announced.

In connection with the press release of the conference, a special report for the National Conference of Business Paper Editors was prepared.[50] Victor C. Brown replaced the Special Report Sub-

Ernest Greenwood, conference secretary, and asked him to include "plenty of concrete illustrations" of the traffic safety problems.[51]

On November 5, 1924, Hoover received a telegram from the New York based publicist, Lupton A. Wilkinson, regarding the conference publicity plans. Wilkinson stated,

> THIS SEEMS TO BE AN IDEAL TIME TO ISSUE SAFETY CONFERENCE MATRICES WHICH WERE DISCUSSED EARLY IN SUMMER (STOP) PROPER ADVANCE HERALDING OF CONFERENCE WILL AID CARRYING POWER OF STORIES DURING CONFERENCE AND WILL HELP POST CONFERENCE PUBLICITY (STOP) PLEASE ADVISE WHETHER YOU ARE IN SYMPATHY THIS IDEA AND WHOM I AM TO SEE IF YOU ARE (STOP)[52]

Hoover was in California when he received the above telegram and he wired his personal assistant, Harold P. Stokes, the following reply to Wilkinson's request.

> WILKINSON HAS WIRED ME ABOUT PUBLICITY OF THE SAFETY CONFERENCE (STOP) I THINK IT WOULD BE A GOOD IDEA TO EMPLOY HIS FIRM TO GET OUT THE COMMITTEE REPORTS AND OTHER PUBLICITY IN AS LIVELY FASHION AS POSSIBLE BEFORE THE CONFERENCE TAKES PLACE (STOP)[53]

The press releases outlined in Appendix R were issued by the Commerce Department, including the ones concerning the advance release of committee reports in November and December. The exact role of Wilkinson's firm in the conference publicity cannot be determined from the press release documents. In addition to the Wilkinson telegram and Hoover's reply, the only evidence connecting Wilkinson's publicity firm to the conference publicity is a document that indicates Wilkinson provided a newspaper clipping service for Ernest Greenwood, conference secretary.[54] Another document, an August, 1925 memorandum from Harold

P. Stokes to Greenwood, contained a list of charges for clippings. Stokes indicated that Greenwood should send a check for the due amount "payable to me."[55] The Commerce Department had its own internal clipping service, therefore, this latter clipping bill from Stokes could have concerned either a charge for Commerce clippings or some other outside clipping service.[56] Nevertheless, newspaper clipping feedback was used by the conference secretary.

Hoover's mail can be used to gauge the local results of the conference publicity. For example, a letter from the secretary of the California Public Safety Conference described a "safety pledge card" campaign that was jointly sponsored by the Women's Division of the California Development Association, the Automobile Club of Southern California, the California State Automobile Association, and the "Police Department of California."[57] In another letter, the San Francisco Postmaster indicated that he had been requested by the California Public Safety Conference to put their slogan, "S.O.S.--Safety Or Sorrow--Drive and Walk Carefully" on his letter cancelling machines. This request was finally turned down by the Postmaster General's office in Washington.[58] Such publicity efforts are illustrative of the cooperation mustered at the state and local level.

Secretary Hoover conducted his own "direct mail" campaign to promote the conference's work and stimulate action. For example, he sent a letter to the superintendent of every major school system in the United States calling attention to the recommendations of the conference in general and the specific conclusions of the committee

on education. The school superintendents were requested by Hoover to integrate the study of traffic safety into the schools' programs.[59]

The conference's committee on education worked closely with the public relations committee. The recommendations of the committee on education included the following steps to incorporate traffic safety into the curriculum of elementary schools:[60]

(1) Integration of safety subjects in citizenship courses.

(2) Integration of safety and accident prevention topics in such fundamentals as arithmetic, geography, history, reading, nature studies and art.

(3) Use of safety material in educational contests.

(4) Organization of school-boy safety patrols and junior safety councils.

(5) Use of motion pictures and dramatization to promote safety.

(6) Talks on safety by local traffic police officers.

Program suggestions for higher education, including secondary and college, were also included in the committee on education recommendations.[61]

The joint public relations and education committee's recommendations regarding the methods of educating the general public were outlined as follows:[62]

(1) Newspaper and magazine publicity.
(2) Posters in public places.
(3) Motion pictures and lantern slides.
(4) Radio talks.
(5) Schools for motorists including both men and women.
(6) Safe driver's clubs.
(7) Safety programs or addresses at meetings of various organizations.

in elsewhere. The social scientist-activist must responsibly do [illegible] to [illegible] the study of [illegible] over the [illegible] problem.[7]

The contemporary [illegible] in education [illegible] with the public [illegible]. The [illegible] of the [illegible] in education include the following steps to [illegible] [illegible] [illegible] [illegible] [illegible].[8]

(1) [illegible] of [illegible] to [illegible].

(2) [illegible] of [illegible] and [illegible] [illegible] to [illegible] [illegible], [illegible], [illegible], [illegible], [illegible], [illegible] and [illegible].

(3) [illegible] of [illegible] [illegible].

(4) [illegible] of [illegible] [illegible] [illegible] and [illegible] [illegible].

(5) [illegible] [illegible] and [illegible] [illegible] [illegible].

(6) [illegible] [illegible] [illegible].

Future [illegible] for [illegible], [illegible] [illegible] and [illegible], [illegible] [illegible] [illegible] [illegible] [illegible] [illegible].[9]

The [illegible] [illegible] [illegible] [illegible] [illegible]

(8) Church education.
(9) Mass meetings.
(10) Plans for reaching parents through school children.
(11) Special campaigns.

There was a second National Conference on Street and Highway Safety held in the Washington headquarters of the Chamber of Commerce of the United States, March 23-25, 1926. This second conference was much like the first in organizational structure. At the opening of the second conference, Hoover stated that he had enlarged the Committee on Public Relations and instructed it to act as the conference's steering committee.[63] As the conference's steering committee, the Committee on Public Relations became the central coordinating body, charged with putting the other committee's recommendations into a plan of action. This action plan was to insure that through publicity and local contacts, public opinion was directed to traffic safety programs.

The cost of both of these safety conferences was borne by the individual conferees and/or participating private organizations. However, publicity support was provided by the Commerce Department during the 1924-1925 period. Other department personnel were directly involved in the daily conference work. For example, Director of the Census Bureau, William M. Steuart was the chairman of the committee on statistics.[64]

Hoover did receive complaints about the conference publicity. The editor of The News, Coffeyville, Kansas, wrote to Hoover in December, 1924, complaining about the cost of the conference in general and the number of press releases received on the conference.[65]

(8) Courts adjudicate.
(9) State legislate.
(10) Press the problem overseas through political institutions.
(11) Special engagement.

There was a second Business Conference on Human and Religious Liberty held in the Washington headquarters of the Brethren of Charity of the United States, Rome (5-10), 1966. This second conference was much more the Church in organizational structure. In the wording of the second conference, Rome stated that it had adopted the Consultor on Public Institutions and Endowment in its war on the conference's working committee.[3] As the conference's closing paragraph, the Consultor on Public Institutions became the second conference with proving the other committee's recommendations into a plan of action. This action plan was to insure that through publicity and legal assistance, public opinion was changed to contain working programs.

The work of both of these public conferences was done by the individual conferees and/or participating private organizations. However, publicity support was provided by the Consultor Department during the 1965-1966 period. Other departments personnel were directly involved in the daily conference work. For example, director of the Consultor Department, William B. Ramsey had the problems of the conference or problems.[4]

Further the conference recommendations about the conference publicity, the action of the Consultor Conferencing Department, Rome to Europe to Department, Joint, negotiating about the work of the conference to publicity and the conduct of press releases received on the conference.[5]

Harold F. Stokes answered the editor's letter stating that the conference had "not cost the Federal Government one penny."[66] Stokes also wrote that the department attempted to limit the distribution of press releases to editors who had requested the information.[67] In contrast with the 1924 conference's policy of sending out press releases under the Commerce Department's name, the 1926 conference's press releases were sent out by the chamber of commerce press service.[68]

The 1924 National Conference on Street and Highway Safety was another example of Hoover's organizational ability in gaining the cooperation of a number of scattered local, state and national groups. The actual general conference in December, 1924, was neither the beginning nor the end of the safety crusade. Committees were organized before the conference and conferees were requested to take the safety message home with them and form voluntary safety committees. The nucleus of these local committees was envisioned as composing the same groups that took part in the national conference.[69]

Motion Pictures

While motion pictures did not have synchronized sound until 1927, the Commerce Department did use films for foreign trade education as early as 1922.[70] The department's interest in using silent motion pictures to promote trade began in 1918 when Secretary of Commerce William C. Redfield requested a small appropriation for making films. This request and a later 1919 request for $69,000, "for development of trade through motion pictures" were denied by Congress.[71]

Dorris P. Bisgard commended the editor's latest writing that the conference had "kept hold the Federal Government and people."[66] Bisgard also wrote that the department attempted to limit the distribution of press releases to editors who had requested the information.[67] In accordance with the 1961 conference's policy of sending out press releases before the Commerce Department's press, the 1963 conference's press releases were sent out by the director of commerce press service.[68]

The 1963 Business Conference on Travel and Highway Safety was another example of Pearson's organizational ability in getting the cooperation of a number of associated local, state and national groups. The annual general conference in December, 1963, was another big meeting and was that of the safety groups. Conferences were organized before the conference and conferees were delegated to take the safety message home with them and take action for safety assemblies. The results of these local conferences are summarized as supporting the same goals that had been in the national conference.[69]

Safety Programs

While safety programs did not have governmental sponsorship until 1967, the Commerce Department did use funds for provides travel education as early as 1962.[70] The department's interest in using national safety statistics to promote travel began in 1962 when Secretary of Commerce Luther H. Hodges requested a small appropriation for safety films. Funds received and a further 1963 request for the 1964 fiscal year development of travel safety motion pictures were denied by Congress.[71]

In August, 1921, following Hoover's reorganization of the Bureau of Foreign and Domestic Commerce, a small motion picture section was formed within the speciality commodity division. This section was involved with the economic aspects of the motion picture industry and its relation to import and export problems, foreign film competition, etc. The section was not involved in motion picture productions.[72]

Hoover indicated, as early as November, 1921, his belief that motion pictures represented "a unique field for the sound education of our people."[73] Under Hoover's leadership the department became involved in motion picture production in January, 1922.[74] Hoover did not ask Congress for production funds. Instead, he "borrowed" Martin F. Leopold, a Bureau of Mines film coordinator, from the Interior Department. Leopold was then sent to private industry to induce the companies to finance motion picture productions in cooperation with the Commerce Department. This method of cooperative government-industry film production had been practiced by the Bureau of Mines as early as 1913.[75] Part of the Bureau of Mines Congressional enabling Act specified that the bureau would produce and distribute educational films visualizing the various phases of the mineral and allied industries.[76]

An April, 1922 report indicated that the Commerce Department was involved in three films, "The Story of an Electric Meter," "The Story of a Watch" and "The Story of Compressed Air." These films, according to the report, represented a private industry investment

In August, 1945, following Soviet's recognition of the Ministry of Foreign and Domestic Commerce, a small action jointly was then formed within the preceding ministry division. This agency was involved with the economic impact of the motion picture industry and the relation to talent and labor involved, making film industry, also. The agency was not involved in solving problem production.[8]

Since industrial, in early on Soviet, 1945, are behind this action process recommended "a lecture could the new means education of our people."[9] Some Soviet's industries the experiment being involved in making pictures production in industry, 1945,[10] showing educational use cameras for production film. Instead, in "Soviet Kino" N. Lebedev, a survey of those film warehouses, from the Soviet Commerce Department. Lebedev has been back to provide industry to judge the expenses to choose motion picture production to conversion film with the Commerce Department. This method of investigation production-industry film production has been practiced by the Soviet of today to early in 1951.[11] Part of the Soviet is those investigation analyzing has specified that the Soviet world provides and disseminate educational film translating the various phases of the planned and added industries.[12]

In 1945, 1947 report indicated that the Commerce Department was involved in some films, "The Story of an Electric Spark," "The Story of a Watch" and "The Story of Compressed Air." These films, according to the report, represented a primitive industry investment

of about $25,000 and a government cost of $250.[77] A fourth film, "The Story of an Automobile," was listed in the department's annual 1922 report.[78]

Leopold acted as the engineer-in-charge of the film productions with a final Board of Review consisting of a representative from the Bureau of Mines (Interior Department), a Bureau of Foreign and Domestic Commerce representative, and a cooperating member of the motion picture production company.[79]

The titles of these "cooperative" motion pictures included the Department of Commerce Seal and the words, "This picture is produced under the direction of the United States Department of Commerce in cooperation with (name of company)."[80] The films were distributed to foreign trade attachés, schools, chambers of commerce, etc., through the Commerce Department and the Bureau of Mines distribution center in Pittsburgh, Pa. By November, 1924, the Bureau of Mines had a catalogue of 15 educational films and distributed them through 23 district offices in addition to the Pittsburgh office.[81] The Commerce Department also had its own district and cooperative offices to distribute films from.

By April, 1923, the Commerce Department's "cooperative" film production had halted, due to the commercial exploitation of the films in domestic use. In an April letter to the Secretary of the Interior, Hoover stated that he had ordered the Department of Commerce Seal and name removed from the films to be shown domestically due to the commercial use of the films. He then told the Secretary

of the Interior that he understood that the companies using the films had substituted the Department of the Interior Seal and name in the titles with permission of that department. Hoover stated, "My own impression is that it is undesirable to allow the Government's name to be used in these cases."[82] A September, 1923 memorandum from Julius Klein to Leopold confirmed that the department was out of the motion picture production business,

> Owing to the constant friction created by our efforts in the motion picture field and to the lack of results so far as the foreign end of the work is concerned.[83]

While the department was not actively engaged in motion picture productions from September, 1923, until July, 1925, Hoover did encourage the private production of films that publicized causes he was interested in. For example, in a June, 1925 letter, Hoover congratulated Fred Levy for inducing the Keith Theater interests and First National Pictures, Inc., to produce a film on street and highway safety. Hoover commented, "If these two great interests carry out your suggestion, as they apparently intend to do, it will be more than helpful focusing public opinion on the situation."[84]

Less than a month after this letter was sent, on July 1, 1925, the Bureau of Mines was transferred to Hoover's department.[85] Thus, the Commerce Department was back in the motion picture business. A 1926 Department of Commerce list of Bureau of Mines films included 51 titles (an increase of 36 films since a November, 1924 Interior Department list) with 5 films in production.[86] In a report on the

calendar year 1926, the Bureau of Mines listed 14 "cooperative" films as produced or in production. The private investment in these 14 films, according to the report, was $98,751.22 with the cost to the government listed as $5,600.[87] Some of the 1926 film titles were: "The Story of Steel," "The Story of the Mexican Oil Industry," "The Story of Copper" and "Through Oil Lands of Europe and Africa."[88]

In summary, the Department of Commerce was not directly involved in motion picture production, with the exception of the Bureau of Mines "cooperative" films. The Hoover Papers confirm the fact that Hoover was aware of the educational value of films and that the use of films for trade promotion was attempted in 1922 but was stopped in September, 1923. The Hoover Papers do not indicate the reason why the use of films ceased except for the letter from Hoover to the Secretary of the Interior which indicated commercial use of the films had caused Hoover to withdraw his department's film production cooperation.

Radio Broadcasting

During the 1921-1928 period radio broadcasting was just beginning. From the first sounds of a few radio stations in 1920, the number of stations had increased to 671 stations in 1927.[89] As Secretary of Commerce, Hoover was charged with the responsibility of issuing licenses to these stations and was well aware of the communication potential of the new medium. He called National Radio Conferences at the Commerce Department in 1922, 1923, 1924 and 1925 to assist in gaining the voluntary regulation of the radio industry.

Atlantic pact 1949; the Defence of Ceylon Could Be Independent Only As part of a Federation. The Criterion Bookshop in Cross St. Colombo, according to its record, had 1970/71.27 with the work Government Liquor in Ceylon.[67] Some of the 1949 film titles were: "The Story of Cheap," "The Story of the Business Cat Thieves," "The Story of Cinema" and "Foreign Art Lands of Slavery and Advice."[68]

In summary, the Department of Commerce was not directly involved in making picture production, with the exception of the Bureau of Films "Propaganda" films. The Bureau Films existed the fact that Ceylon was aware of the educational value of film and that the use of films for trade promotion was encouraged in 1951 but was dropped in September, 1951. The Bureau Films do not indicate the reason for the use of films because budget for the Bureau Films to the Secretary of the Interior which contained recommendations of the film and called Bureau to withdraw the department's film production responsibility.

Radio Broadcasting

During the 1950-1956 period radio broadcasting was just beginning. From the first seven of a few radio stations in 1950, the number of stations had increased to 67; stations in 1957.[69] In spite of of financial, Ceylon was charged with the responsibility of bringing listening to these stations and the only means of the economic potential of the only medium. The cultural Ministry Broadcasting in the Commerce Department in 1950, 1951, 1955 and 1957 in order to promote the voluntary organization of the radio industry.

Many of these conference recommendations were incorporated in the Radio Act of 1927.[90]

As early as 1922 Hoover indicated his interest in using the new radio medium to disseminate economic information to the public. He stated,

> Aside from entertainment--and this is of importance--the new means of communication [radio] promises great economic values in the dissemination of agricultural, trading, industrial, and shipping information of a type that must be prompt and universal to be of its greatest value.[91]

In 1923 the Commerce Department initiated a weekly radio broadcast service.[92] This service consisted of the mailing of mimeographed radio digests of economic news. In a pamphlet prepared for a March 1, 1923 agricultural editor's conference, the radio service was outlined as follows:

> The Washington office, every district office, and a number of the cooperative offices of the department are now utilising radio broadcasting stations for the regular dissemination of information on foreign and domestic business conditions. These digests are usually included in the evening programs of the broadcasting stations. . . .[93]

There was no listing of the stations that carried the Commerce Department's radio service in the Hoover Papers. However, in a July, 1923 memorandum to Hoover's office, Paul J. Croghan pointed out that he had received reports from the Memphis Chamber of Commerce and the manager of the St. Louis district office praising the weekly radio service.[94]

Hoover's staff was aware of the alternate radio communications channel when the press channel was occupied with non-commerce news. In an undated memorandum to Christian A. Herter, Croghan stated that a "coal letter" that Hoover had wanted to get press publicity on, had been crowded out of the newspapers by the Teapot Dome scandal. Croghan suggested they use radio to publicize Hoover's letter. Croghan stated,

> I can arrange to put the item over in good shape by radio. I am sure I can fix it up . . . to send it over the entire country. Hundreds of thousands of people could be reached this way.[95]

Exhibits

During the 1921-1928 period the Commerce Department used various displays and exhibits at public meetings and conventions. The Bureau of Foreign and Domestic Commerce reported in 1922 that field offices were experiencing a greater demand for exhibits. The bureau report stated that one of its exhibits was entitled "Export Services, Step by Step" and showed the business man how to submit his request for information to the department and what services the department offered.[96]

Another exhibit sponsored by the Chemical Division of the Bureau of Foreign and Domestic Commerce was displayed at the 1924 Textile Exposition in Boston and the National Laundry Owners' Exposition at Providence. The theme of the exhibit showed the reliability and value of American dyes, as contrasted with foreign dyes.[97]

No record of the exact number of exhibits was kept by the Commerce Department during this period, but several exhibits are mentioned in the annual reports of the Secretary of Commerce from 1922-1928.

The largest Commerce Department exhibit during this period was displayed at the International Sesquicentennial Exposition in Philadelphia, Pa. from July 12 to November 30, 1926. The exhibit covered 37,000 square feet of space, had 25 attendants and included everything from microscopic pieces of material to ocean buoys and railroad cars.[98]

FOOTNOTES TO CHAPTER IV

[1]Hoover, Memoirs, Vol. II, 5.

[2]Hoover Papers, SOCOF, Box 41, "Building & Housing, 1922" folder, Press release of Letter, H. Hoover to W. G. Harding, Feb. 9, 1922.

[3]Hoover, Memoirs, Vol. II, 93.

[4]Hoover Papers, SOCOF, Box 236, "President Harding, March-April, 1921" folder, Letter, H. Hoover to W. G. Harding, Mar. 17, 1921.

[5]Hoover Papers, SOCOF, Box 43, "Miller, F. T., March-August, 1921" folder, Memorandum, F. T. Miller to H. Hoover, June 7, 1921.

[6]Hoover Papers, SOCOF, Box 40, "Building & Housing, 1921" folder, Memorandum, J. M. Gries to H. Hoover, Aug. 16, 1921.

[7]Ibid., Memorandum, J. M. Gries to H. Hoover, Aug. 24, 1921.

[8]Ibid.

[9]Ibid.

[10]Hoover Papers, SOCOF, Box 41, "Building & Housing, 1922" folder, Press release of Letter, H. Hoover to W. G. Harding, Feb. 9, 1922.

[11]Ibid.

[12]Hoover, Memoirs, Vol. II, 92.

[13]Ibid.

[14]Ibid., 93.

[15]Hoover Papers, SOCOF, Box 41, "Better Homes in America, Inc., 1923-1924" folder, Report to the Board of Directors for the Year 1924.

[16]Ibid.

[17]Ibid., "Better Homes in America, Inc., 1927-1928" folder, Letter, George W. Reavis to Better Homes in America, (no date).

[18]Hoover Papers, SOCOF, Box 41, "Better Homes in America, Previous to Incorporation" folder, Certificate of Incorporation, December 22, 1923.

FOOTNOTES TO CHAPTER IV

[1] Hoover, Memoirs, Vol. II, p.

[2] Herbert Feis, 1966, Box 1, "Building a Nation, Liberal Policy, Final Minutes of Letter, H. Hoover to F. D. Roosevelt, Feb. 9, 1933.

[3] Hoover, Memoirs, Vol. II, p.

[4] Herbert Feis, 1966, Box 1, "Stabilization Bonding, Memorandum, April, 1933" Files, Letter, H. Hoover to F. D. Roosevelt, Jan. 27, 1933.

[5] Herbert Feis, 1966, Box 1, Telling, F. T., Memorandum, 1933" Files, Memorandum, F. T. Telling to H. Hoover, June 7, 1933.

[6] Herbert Feis, 1966, Box 1, "Building a Nation, Liberal Policy, Memorandum, F. T. Telling to H. Hoover, Aug. 16, 1933.

[7] Ibid., Memorandum, F. T. Telling to H. Hoover, Aug. 31, 1933.

[8] Ibid.

[9] Ibid.

[10] Herbert Feis, 1966, Box 1, "Building a Nation, Liberal Policy, Final Minutes of Letter, H. Hoover to F. D. Roosevelt, Feb. 9, 1933.

[11] Ibid.

[12] Hoover, Memoirs, Vol. II, p.

[13] Ibid.

[14] Ibid., p.

[15] Herbert Feis, 1966, Box 1, "Debtor Nations in Default, Jan., 1933-Jan., 1934" Files, Report to the Board of Directors for the Year 1932.

[16] Ibid.

[17] Ibid., "Debtor Nations in Default, Jan., 1933-1934" Files, Letter, George M. Rentz to Walter Evans in Berlin, (no date).

[18] Herbert Feis, 1966, Box 1, "Debtor Nations in Default, Previous to Moratorium" Files, Memorandum, Reparations" Department, December 22, 1931.

[19] Ibid., See series of letters between Hoover and George W. Wilder, President of Butterick Publishing Company regarding the problem of commercial intervention into Better Homes and the decision to incorporate. Letters: H. Hoover to G. W. Wilder, June 14, 1923; G. W. Wilder to H. Hoover, June 30, 1923; G. W. Wilder to H. Hoover, July 20, 1923; H. Hoover to G. W. Wilder, Aug. 18, 1923; H. Hoover to G. W. Wilder, Oct. 6, 1923 and G. W. Wilder to H. Hoover, Nov. 1, 1923.

[20] Edgar E. Robinson and Paul C. Edwards, ed., The Memoirs of Ray Lyman Wilbur (Stanford, 1960), 519; and Hoover, Memoirs, Vol. II, 93.

[21] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Printed Matter" folder, "Guidebook of Better Homes in America, How To Organize the 1925 Campaign," 33.

[22] Hoover Papers, SOCOF, Box 235, "President Harding, 1923" folder, Letter, H. Hoover to W. G. Harding, June 1, 1923.

[23] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Previous to Incorporation" folder, Memorandum, M. M. Maloney to H. Hoover, June 13, 1923.

[24] Twelfth Annual Report of the Secretary of Commerce (Washington, D.C., 1924), 22.

[25] Hoover Memoirs, Vol. II, 93.

[26] Hoover Papers, SOCOF, Box 41, "Better Homes in America, 1923-1924" folder, Report to the Board of Directors for the Year 1924; and "Better Homes in America, 1927-1928" folder, Letter, L. A. Wilkinson to C. A. Herter, Jan. 31, 1927.

[27] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Dec., 1923-1924" folder, Letter, C. A. Herter to P. H. Welch, Dec. 21, 1923.

[28] Hoover Papers, SOCOF, Box 41, "Better Homes in America, 1927-1928" folder, Letter, L. A. Wilkinson to C. A. Herter, Jan. 31, 1927; and Letter, C. A. Herter to L. A. Wilkinson, Feb. 2, 1927.

[29] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Previous to Incorporation" folder, Letter, M. M. Maloney to H. Hoover, June 13, 1923; and Letter, P. H. Welch to C. A. Herter, Apr. 14, 1923.

[30] Hoover, Memoirs, Vol. II, 18-22.

[31] Hoover Papers, SOCPF, Box 21, "H. H. Personal, Delineator" folder, Letter, F. C. Page to C. A. Herter, Apr. 13, 1923; and SOCOF, Box 41, "Better Homes in America, Previous to Incorporation" folder, Letter, P. H. Welch to C. A. Herter, Apr. 14, 1923.

[illegible]. The review of Jackson between Hoover and George S. [illegible], President of Southern Pacific, [illegible] regarding the [illegible] of commercial [illegible] Sabine Pass and the decision to [illegible]. [illegible], S. Hoover to O. W. Villard, June 24, 1929; O. W. Villard to S. Hoover, June 26, 1929; S. Hoover to O. W. Villard, [illegible]; O. W. Villard to S. Hoover, July 30, 1929; S. Hoover to O. W. Villard, Aug. 20, 1929; O. W. Villard to S. Hoover, Sept. 6, 1929; S. Hoover to O. W. Villard, [illegible], 1929 and S. W. Villard to S. Hoover, Nov. 1, 1929.

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Herbert Hoover, 1929, Box 16, "Railroad Lines in America, Previous to Inauguration" folder, "Memorandum of Railroad Issues in America, the Conference with Chairmen," 10.

Herbert Hoover, 1929, Box 250, "Presidential Writings, 1929" folder, Jackson, R. Hoover to G. S. Jackson, June 3, 1929.

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Federal Annual Report of the Secretary of Commerce (Washington, D.C., 1929), 12.

Hoover Memoirs, Vol. II, 52.

Herbert Hoover, 1929, Box 16, "Railroad Lines in America, 1929-1930" folder, Memo to the Board of Directors for the Year 1929 and Railroad Lines in America, 1929-1930" folder, Memo, H. S. Mellon to O. W. Villard, Nov. 20, 1929.

Herbert Hoover, 1929, Box 16, "Railroad Lines in America, Dec., 1929-Jan. 1930" folder, Jackson, R. H. Aishton to H. S. Mellon, Dec. 23, 1929.

Herbert Hoover, 1929, Box 16, "Railroad Lines in America, 1929-1930" folder, Mellon, H. S. Mellon to S. Hoover, Dec. 23, 1929, and Jackson, R. H. Aishton to S. H. Mellon, Feb. 1, 1930.

Herbert Hoover, 1929, Box 16, "Railroad Lines in America, Previous to Inauguration" folder, Jackson, R. H. Aishton to S. Hoover, June 12, 1929; and Jackson, R. H. Aishton to S. H. Mellon, Apr. 21, 1930.

Hoover, Memoirs, Vol. II, 18-19.

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[32] Hoover Papers, SOCOF, Box 41, "Better Homes in America, 1926" folder, Memorandum, Program of Better Homes in America for 1927, 3.

[33] Ibid., Memorandum, M. M. Maloney to J. Ford, Jan. 14, 1926.

[34] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Printed Matter" folder, "Why and How to Teach Civic Effectiveness," 3.

[35] Ibid., "Plan Book of Small Homes."

[36] Hoover Papers, SOCOF, Box 41, "Better Homes in America, 1926" folder, Memorandum, Program of Better Homes in America for 1927 (attached Memorandum No. 1 To 1927 Chairman); and "Printed Matter" folder, "Guidebook of Better Homes In America, 1925," 17.

[37] Ibid., "Printed Matter" folder, "Guidebook of Better Homes in America, 1925," 13 (see Appendix P).

[38] Ibid., 31-32.

[39] Hoover Papers, SOCOF, Box 41, "Better Homes in America, 1926" folder, Memorandum, Program of Better Homes in America for 1927, last page (attachment); and "Better Homes in America, 1923-1924" folder, Report to the Board of Directors for the Year 1924, last page (attached).

[40] Hoover Papers, SOCOF, Box 41, "Better Homes in America, Previous to Incorporation" folder, Letter, G. W. Wilder to H. Hoover, Nov. 1, 1923 (attached memorandum).

[41] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, 1924" folder, "Hoover Seeks to Improve Traffic Safety," Address of Col. A. B. Barber, Director of the Conference on Street and Highway Safety, Before the Annual Banquet of the National Safety Congress, Louisville, Ky., Oct. 2, 1924.

[42] Joslin, Hoover Off The Record, 21.

[43] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, Jan.-Oct., 1924" folder, Letter, H. Hoover to G. M. Graham, June 6, 1924.

[44] Hoover Papers, SOCOF, Box 96, "Conferences, Street and Highway Safety, Press Releases, Reports, Etc. 1926" folder, Opening Remarks of the Chairman, Herbert Hoover before the 1926 Conference, 8.

[45] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, 1924" folder, Address of Col. A. B. Barber, Director of the Conference on Street and Highway Safety, Before The Annual Banquet of the National Safety Congress, Louisville, Ky., Oct. 2, 1924.

[46] Ibid., Press release, "Meeting of Traffic Safety Conference," Aug. 13, 1924.

[47] Ibid., "Press releases, Reports, Etc., 1925" folder, "Questions and Answers Based on the Report of the National Conference on Street and Highway Safety" booklet, 1.

[48] Ibid., 24.

[49] Hoover, Memoirs, Vol. II, 72.

[50] Hoover Papers, SOCOF, Box 208, "National Conference of Business Paper Editors, 1924" folder, Memorandum, H. P. Stokes to E. Greenwood, Sept. 23, 1924.

[51] Ibid.

[52] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, 1924" folder, Telegram, L. A. Wilkinson to H. Hoover, Nov. 5, 1924.

[53] Ibid., Telegram, H. Hoover to H. P. Stokes, Nov. 5, 1924.

[54] Ibid., Memorandum, E. Greenwood to H. P. Stokes, Dec. 5, 1924. This memo. mentions that Greenwood received press clippings from E. L. Priest who was an employee of Wilkinson.

[55] Hoover Papers, SOCOF, Box 96, "Conferences, Street and Highway Safety, 1925" folder, Memorandum, H. P. Stokes to E. Greenwood, Aug. 7, 1925.

[56] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, 1924" folder, Memorandum, E. Greenwood to H. P. Stokes, Dec. 5, 1924.

[57] Hoover Papers, SOCOF, Box 96, "Conferences, Street and Highway Safety, 1925" folder, Letter, G. Holt to H. Hoover, July 13, 1925.

[58] Ibid., Letter, H. L. Holt to H. Hoover, Oct. 23, 1925; Letter, H. L. Holt to J. Power, Oct. 23, 1925; Letter, J. Power to Fourth Assistant Postmaster General, Oct. 26, 1925; and Letter, J. Power to H. L. Holt, Nov. 17, 1925.

[59] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, Press releases, Reports, Etc., 1925" folder, "Questions and Answers Based on the Report of the National Conference on Street and Highway Safety" booklet, 22.

[60] Ibid., "Nov.-Dec., 1924" folder, "Findings of the National Conference on Street and Highway Safety," booklet, 30.

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[61] Ibid.

[62] Ibid., 34.

[63] Hoover Papers, SOCOF, Box 96, "Conferences, Street and Highway Safety, Press Releases, Reports, Etc., 1926" folder, Opening Remarks of the Chairman, Herbert Hoover before the 1926 Conference, 8.

[64] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, Nov.-Dec., 1924" folder, Press release, Nov. 23, 1924.

[65] Ibid., Letter, is not included with reply letter.

[66] Ibid., Letter, H. P. Stokes to Editor, The News, Coffeyville, Kansas, Dec. 26, 1924.

[67] Ibid.

[68] Hoover Papers, SOCOF, Box 96, "Conferences, Street and Highway Safety, Press releases, Reports, Etc., 1926" folder. See various press releases with Chamber of Commerce markings.

[69] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, Nov.-Dec., 1924" folder, "Findings of the National Conference on Street and Highway Safety," booklet, 34.

[70] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1921-1924" folder, Memorandum, M. F. Leopold to T. R. Taylor, Apr. 10, 1922.

[71] Redfield, With Cabinet and Congress, 128-129.

[72] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1921-1924" folder, Letter, C. A. Herter to W. A. Brady, Aug. 10, 1921.

[73] Ibid., Letter, H. Hoover to W. Fox, Nov. 7, 1921.

[74] Ibid., Memorandum, M. F. Leopold to T. R. Taylor, Apr. 10, 1922.

[75] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1925" folder, Brochure, "Descriptive List of Motion Picture Films and Plan of Distribution," Department of the Interior, Bureau of Mines, Nov., 1924.

[76] Wooddy, Growth of the Federal Government 1915-1932, 472-473.

[77] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1921-1924" folder, Memorandum, M. F. Leopold to T. R. Taylor, Apr. 10, 1922.

[78] Tenth Annual Report of the Secretary of Commerce (Washington, D.C., 1922), 98.

[79] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1921-1924" folder, Memorandum, M. F. Leopold to T. R. Taylor, Apr. 10, 1922.

[80] Ibid.

[81] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1925" folder, Brochure, "Descriptive List of Motion Picture Films and Plan of Distribution," Department of the Interior, Bureau of Mines, Nov., 1924.

[82] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1921-1924" folder, Letter, H. Hoover to Secretary of the Interior, Apr. 3, 1923.

[83] Ibid., Letter, J. Klein to M. F. Leopold, Sept. 13, 1923.

[84] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1925" folder, Letter, H. Hoover to F. Levy, June 3, 1925.

[85] Wooddy, 168.

[86] Hoover Papers, SOCOF, Box 201, "Motion Pictures, 1926-1928" folder, Brochure, "Descriptive List of Motion-Picture Films and Plan of Distribution," Department of Commerce, Bureau of Mines, July, 1926.

[87] Ibid., Memorandum, S. Turner to H. Hoover, Mar. 2, 1927.

[88] Ibid.

[89] Stephen B. Davis, The Law of Radio Communication (New York, 1927), 54.

[90] See C. M. Jansky, Jr., "The Contribution of Herbert Hoover to Broadcasting," Journal of Broadcasting (Summer, 1957), 241-249.

[91] See Herbert Hoover collection, The State Historical Society of Wisconsin, Mass Communications History Center, Box 1, U.S. Mss 8AF, 1922 Statement given to Boston Transcript correspondent.

[92] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, P. J. Croghan to R. Emmett, July 3, 1923; and Box 4, "Agriculture--How the U.S. Dept. of Commerce Serves the Farmer" folder, Pamphlet, "How the United States Department of Commerce Serves The Farmer," 3-4.

[93] Ibid.

[94] Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, P. J. Croghan to R. Emmett, July 3, 1923.

[95] Ibid., Memorandum, P. J. Croghan to C. A. Herter, (undated).

[96] Tenth Annual Report of the Secretary of Commerce (Washington, D.C., 1922), 133-134.

[97] Twelfth Annual Report of the Secretary of Commerce (Washington, D.C., 1924), 101.

[98] Fifteenth Annual Report of the Secretary of Commerce (Washington, D.C., 1927), 2.

CHAPTER V

SUMMARY AND CONCLUSIONS

Status of Public Relations Function

During the 1921-1928 period open bureaucratic recognition of the public relations staff function was just beginning in the executive departments of the Federal Government. However, the actual day-to-day practice of government public relations by specialized information offices and government employees was evident in the 1920s. As outlined in Chapter II of this study, a full time public relations staff (irrespective of departmental organization charts) was at work in the Commerce Department during the 1920s.

An important question concerning this period in the evolution of Federal Government public relations is "Why was the public relations function 'camouflaged' in many of the executive departments?"

In the case of the Commerce Department, its "charter" called for the promotion of foreign and domestic commerce and yet a brief look at the department's organization chart would indicate that the public relations function was (by omission) camouflaged in the 1920s. In the Commerce Department's case the answer to the above question contains four basic elements:

(1) The function was still relatively new as a specialized administrative aid to a peacetime American Government and the World War I government propaganda taint may have held back the open

CHAPTER V

FINDINGS AND CONCLUSIONS

Status of Public Relations Function

During the 1983-1988 period upon preliminary investigation of the public relations staff function was just supporting to the executive department of the Federal Government. However, the second department-by-department survey of government public relations by specialized information officers and government employees was evident in the 1990s. As outlined in Chapter II of this study, a full time public relations staff (irrespective of departmental organizational change) was in vogue in the Ministries Department during the 1990s.

An important question concerning this period is the evaluation of Federal Government public relations in "day" and the public relations function "management" in spite of the executive department.

In the case of the Ministries Department, the "director" called for the promotion of funding and financial resources and yet a social loss of the department's organization which would indicate that the public relations function was (by national) mismanaged in the 1990s. In the Ministries Department's case the reason is the above function evaluation from been adversely.

(2) The function was still relatively new in a predominant administration and is a passive function internally and the social for I government propaganda which may have not had the open

department recognition of the function's use.

(2) The low public profile of the Commerce Department's public relations staff may have been due to a fear of Congressional restrictions on the hiring and maintenance of a public relations office. The department's Census Bureau had been one of the executive department bureaus to come under Congressional criticism in 1910 due to the hiring of a "press agent."[1] Eight years before Hoover assumed the office of Secretary of Commerce, the Congressional Deficiency Appropriations Act of 1913 was passed with the statement that, "No money appropriated by any act shall be used for the compensation of any publicity expert unless specifically appropriated for that purpose."[2]

In 1921 Hoover was also faced with the two year old (1919) criminal statute that forbade government employees to engage, directly or indirectly, in operations that could be deduced as influencing members of Congress with regard to appropriations.[3] The combination of these two Congressional limitations on government public relations activities may have forced the function underground in the Commerce Department.[4]

(3) Hoover's decentralization of the public relations function tended to "camouflage" the function due to the lack of a central department public information office. This decentralization was not intended to hide the function but was the result of: (a) Hoover's own personal management philosophy of appointing competent men to head the bureaus and letting them handle public inquiries pertaining to their areas of responsibility with general public relations

Government prerogatives of the Centralized kind.

(4) The low public profile of the Commerce Department's public relations could not have been due to a fear of Congressional restrictions on the hiring and maintenance of a public relations office. The department's Census Bureau had been one of the leading government bureaus in auto-mobile Congressional initiatives in 1970 due to the bureau's [illegible] of a "[illegible] agent." Major press bureaus [illegible] the attitude of hostility of Congress, the Congressional Satisfaction [illegible] publications act of 1970 was passed with two amendments [illegible]. The [illegible] appropriations by Congress would be used for the [illegible] of [illegible] publicity [illegible] information [illegible] [illegible].[1]

In 1973 Congress was [illegible] [illegible] the [illegible] [illegible] [illegible]

supervision from his office, (b) the technical nature of the information handled by the department's bureaus, and (c) the utility of having the department's press office within the Bureau of Foreign and Domestic Commerce where most of the department's "news" originated.

(4) In the final analysis of this question, the Commerce Department's public relations staff was open to public view due to the continuous flow of departmental press releases and other public information material. This material could be traced to the department's press office or other sources but Congress did not stop the department's publicity operations and in fact assisted in the publicity effort by passing successively larger Commerce Department appropriations during the 1920s.

This case study of Commerce Department public relations leads to the recommendation that a similar detailed study of the other executive departments be made in order to provide more insight into the post-war, 1920s evolution of Federal Government public relations. This period in the evolution of government public relations has been neglected until now.

Coordination of Public Relations Policy

The coordination of the Commerce Department's public relations policy during the 1921-1928 period was exercised through Hoover's personal public relations assistants. There was no department-wide public relations policy document in the Hoover Papers. The only written policy was contained in Bureau of Foreign and Domestic Commerce circulars, therefore, it must be assumed that Hoover's public

relations policy was generally passed out orally and via individual memorandums. Some specific examples of Hoover's public relations policy (through his own words or those of his assistants) are as follows:

(1) Use of Hoover's name on press releases: A memorandum from Harold P. Stokes to Paul J. Croghan stated,

> In preparing press releases Secretary Hoover should not be named except where the subject matter relates directly to him. Where practicable, announcement should be made on the authority of the Department of Commerce rather than on that of individual bureaus.[5]

(2) Press-agenting department activities: A memorandum from John J. Marrinan to Paul J. Croghan stated that an article in the March 20, 1926 United States Daily had been too undignified for "our staff." The article was concerned with the subject of simplification. According to Marrinan, the article approached "the category of press agenting." Marrinan instructed Croghan to look into the matter and discourage such treatment of simplification or any other department activity.[6]

(3) Handling of inquiries: A Bureau of Foreign and Domestic Commerce circular concerning, "Requests For Information Available In Another Department" stated,

> As a general matter of principle in cases of this sort (this inquiry was from the secretary of an important trade association), Mr. Hoover thinks that we should make an effort to get the information, if there is a possibility of it being found in some other Government department, rather than suggesting that the original inquirer should himself apply to such a department.[7]

(4) Disclosure of "bad" government news: Thirteen days after Hoover took office as secretary, he wrote to President Harding suggesting public announcement be made of the financial problems of the United States Shipping Board. Hoover stated,

> It seems to me important for your own protection and the protection of the administration that the deplorable financial situation of the Shipping Board should be brought into daylight as quickly as possible, and that it should be brought out in such a manner as to admit no dispute from the previous administration.[8]

Hoover indicated his adherence to this disclosure policy by the advice he gave President Harding in July, 1923, before news of the Teapot Dome scandal was made public. Hoover recalled in his Memoirs,

> Harding asked: "If you knew of a great scandal in our administration, would you for the good of the country and the party expose it publicly or would you bury it?" My natural reply was, "Publish it, and at least get credit for integrity on your side."[9]

(5) Politics and government service: In a January, 1928 memorandum to Julius Klein, Hoover stated,

> It is possible that out of zeal and personal loyalty some of the members of your Bureau are engaged in political activities. While I have had no specific complaints, I feel that it is desirable that you pass out the word cautioning all employees against any possible suspicion in this matter.[10]

A Final Evaluation

In evaluating the Commerce Department's public relations activities under Herbert Hoover's leadership the conclusions are divided into the areas of: (1) Research, (2) Planning, (3) Communication and

(4) Selection of "best" prospective owner. Outcomes may vary. Lower bids offered is essential, be wrong in President Harding campaigning policy which nonetheless be made of the financial problems of the United States during Hoover.

> It seems to be important for your [illegible] and the problems of the administration that the Honorable Chairman of the Hoover Board should be [illegible] [illegible] quality of position, and that it should be brought out in such a manner as to [illegible] the [illegible] administration.[illegible]

Hoover [illegible] his [illegible] [illegible] [illegible]

(4) Evaluation.

Before going into these areas it is important to note that Hoover and his department operated in the 1922-1928 period when there was a pro-business climate of public opinion due to the rising prosperity and high rate of employment. Americans had turned from the war and reforms of President Woodrow Wilson to the Harding "normalcy" and Coolidge-endorsed attitude that the business of America was business. In this period Hoover came to the Commerce Department with the popular reputation as a great humanitarian and engineer. His service as Food Administrator had given him war-time management and public relations experience. Therefore, Hoover's personal prestige was at a high popularity mark culminated by his election as President in 1928.

Hoover's personal philosophy of the democratic government's role as the educator and stimulator of private group and citizen action led him to a natural reliance on public relations techniques. In 1917 Hoover had stated, "The difference between democracy and autocracy is a question of whether people can be organized from the bottom up or the top down."[11] Hoover believed that post-war America needed increased business efficiency and an elimination of general human problems through cooperative local action. Both the Better Homes in America movement and the National Conferences on Street and Highway Safety were examples of national organizations (at the top) with the mission of organizing public opinion at the bottom local level. The use of private funds to finance such public relations

(d) Implications

Before doing such things would it be important to ask what Dover was trying to accomplish in the 1970-1972 period when there was a pro-business climate of opinion opposed due to the rising power of the left and high rate of unemployment. Dover's lack learned from the mistakes of President Nixon's actions in the Watergate scandal and Carnegie-inspired attitude that the business of America was business. In this period Dover came to the Commerce Department with the premier reputation as a great communicator and engineer. The service as first administrator was given the well-like management and public relations experience. Therefore, Dover's proposed strategy was as a high productivity team motivated by the activities of President in 2002.

Dover's personal philosophy of the Reaganomic government's role as the educator and arbitrator of private group and citizen action led him to a strong belief in public relations techniques. The IVIT Dover had started, "the difference between democracy and autocracy is a question of whether people can be organized from the bottom up or the top down."[11] Dover believed that post-war labor-management harmonious activities and an alternative of growth been problems through cooperative labor unions. Both the Nixon Ford in America promoted and the National Conference on Human and Economy Safety were examples of national organizations (at the top) with the mission of regulating public opinion at the bottom level level. The use of outside funds to finance such public relations

campaigns is an important part of Hoover's contribution as Secretary of Commerce.

Research

As an engineer Hoover desired the facts before undertaking a plan of action. The 1921 Building and Housing Division Surveys indicated this search for facts before going to the public for support.

Hoover's public relations research tools included: government-citizen committees or conferences, questionnaire surveys and letters. These tools blended a two-way communications process into the department's public relations programs. Evidence indicates that when Hoover called a conference or committee he may have already studied the problem and arrived at a recommended course of action. However, the Committee on Public Relations of the Conference on Street and Highway Safety demonstrates the fact that the citizen-committee's role could be influential in public relations planning.

The post-campaign questionnaires used in the Better Homes campaigns to ascertain the degree of local participation was also an advance research tool for the future campaign planning.

Hoover often solicited expert advice by letter before reaching a decision which became a form of advance research. However, during this period there was little evidence of research designed with the intent to gain information on public attitudes or other public relations data. Hoover and his associates mainly relied on newspaper clippings to gauge public attitudes or some other form of intuitive

analysis is an important part of Hoover's contribution to theorizing of decision.

Summary

As an engineer Hoover designed the first twelve months undertaking a plan of action. The 1923 building and loaning activities involved indicated data sources for these months prior to the public for support.

Hoover's public relations measures took individual, government-citizen conditions or environment, communication settings and issues. These trials involved a two-way communications process from the department's public relations programme. Evidence indicates that when Hoover called a conference or meeting he had very already studied the problem and arrived at a recommended course of action. However, the Committee on Public Relations of the Conference on Street and Highway Safety demonstrated the fact that the citizen-committee's role could be influential in public relations planning.

The plan-designing committee used in the Boston Zone campaign to ascertain the degree of local participation was also an advance research tool for the future campaign planning.

Hoover often motivated report action by letter before making a decision which became a fine or advance research. However, during this period there was little evidence of research designed with the intent to gain information on public attitudes or other public relations data. Hoover had the administrative ability relied on committees to gauge public attitudes or some other form of consulting

judgement. The Commerce Department had the advantage of both world-wide and nationwide field offices to assist in gathering survey data and the resources of the Census Bureau for storage and analysis of such data. Nevertheless, the use of the above tools appears to have been limited to specific public relations campaigns with no periodic survey plan for public relations purposes.

Planning

Both the Better Homes and Street and Highway Safety campaigns show that there was a great deal of coordination and advance planning in the department's "cooperative" public relations programs. In both of these campaigns the national organizations carefully planned and disseminated guidebooks and "question and answer" booklets which integrated the national objectives into a localized, flexible plan of action. These campaigns show the high level of sophistication in the department's 1920 public relations programs.

Communication

The Commerce Department's 1921-1928 public relations activities were aimed at several publics including: (1) Business-industry, (2) the press and radio, (3) the Congress, (4) various civic groups, and (5) the general public.

To assist in reaching these publics Hoover used the services of an "outside" commercial publicity firm. The Lupton A. Wilkinson, Inc. publicity firm was used to promote such government sponsored activities as the President's 1921 Unemployment Conference (Hoover was chairman),

Judgment. The Commerce Department feel the advantage of both multi-
ethnic and individualistic field critique to assist in gatherings among such
and the resources of the Commerce Bureau the advantage and budgets of
such data. Nonetheless, the use of the above tools appears to have
been directed to specific public relations campaigns with no particular
survey data for public relations purposes.

Planning

Both the Labor Bureau and Treasury and Highway Safety campaigns
show that there was a great deal of coordination and advance planning
in the department's "cooperative" public relations programs. In some
of these campaigns the political organizations carefully planned and
distributed guidelines and "examples and manuals" including which
subjectivial role environmental objectives such a campaign, flexible plan of
action. These campaigns show the high level of organizations in the
department's 1980 public relations programs.

Organization

The Commerce Department's 1979-1980 public relations activities
were aimed at several publics including (1) business-industry, (2) the
press and media, (3) the Congress, (4) various state groups, and (5)
the general public.

In seeking to promote these publics Bureau used the services of
an "outside" commercial publicity firm. The Lennon & Nichols, Inc.
publicity firm was used to promote some government sponsored activities
of the President's 1981 Unemployment Conference (Lennon was contacted,

the Better Homes in America campaigns, and the National Conference on Street and Highway Safety.[12] This use of the Wilkinson firm indicates Hoover's understanding of the power of public opinion and the need to hire experts to plan and cultivate that opinion through skillful use of publicity.

The financial support of the Wilkinson firm's operations is not clear in the Hoover Papers, but the evidence points toward the use of private funds and the involvement of the American Relief Administration (A.R.A.) in supplying part of these funds.[13] Because of this element of private support, it cannot be said that Hoover's hiring of the Wilkinson publicity firm was (strictly speaking) the government hiring of an "outside" commercial publicity agent, although the publicity results were probably the same.

(1) Business-industry: The Commerce Department's close cooperation with the business-industry community is reflective of the general "era of government-business cooperation" that was prevalent in the 1920s. This cooperation was especially essential in the Commerce Department with its mission of promoting commerce.

The integration of former business men into his department and Hoover's personal relationship with the trade and business press added to his ability to gain the cooperation of the business community. One of Hoover's major business channels of communication was via the Chamber of Commerce of the United States. He used its organs and organization to mobilize the business community behind his department's programs and further extend the department's voice to local

the Dorman Cabaret in Gaborone, Botswana, and the Botswana Tourism Board in Gaborone and Francistown, Botswana.[12] This was one of the occasions that Lejwanyane Ditshwa's relationship to the power of physical objects and the need to view experience in their and individual minds which contains deeper political and of publicness.

The financial records of the Gaborone Zoo's operations is not clear in the Director Report, but the evidence points toward the use of private funds and the involvement of the American United Administration (A.U.A.) in supplying part of those funds.[13] Because of this element of private support, it seems to mean that Government's funding of the Gaborone publicity film was (actually speaking) the government funding of an "outside" commercial publicity agency, although the publicity results were probably the same.

(3) Business-Industry: The Gaborone Development's close cooperation with the Business-Industry community is reflected in the general "era of government-business cooperation" that was prevalent in the 1970s. This cooperation was especially essential in the Gaborone Government with the mission of promoting economy.

The background of Gaborone Development may have its development and Ditshwa's personal relationship with the trade and business press added to the ability to gain the cooperation of the business community. One of Ditshwa's major business contacts of importance was the Chamber of Commerce of the United States. As some the trigger and impossibility to mobilize the business community behind the Gaborone Zoo's origins and further extend the Government's role in Zoo.

communities. Hoover also had access to many other trade and business associations and their internal information organs.

(2) The press and radio: Hoover and his department were skillful users of the press and radio as channels to the general public for department information. Hoover used the press as a tool in gaining public opinion leverage to force through policies that he believed to be in the public interest. For example, the press was used in Hoover's battle against the twelve-hour work day and eighty-four-hour work week in 1922. Hoover first got President Harding to call a White House Conference of steel manufacturers on May 18, 1922. Hoover attended this conference and tried to convince the steel company leaders that they should voluntarily abolish the twelve-hour day, however, the dinner ended with bitter discussion and no solution. Hoover then stated,

> I left the dinner much disheartened, in less than a good humor, resolved to lay the matter before the public. The press representatives were waiting on the portico of the White House to find out what this meeting of "reactionaries" was about. I startled them with the information that the President was trying to persuade the steel industry to adopt the eight-hour shift and the forty-eight-hour week, in place of the twelve-hour day and eighty-four-hour week. At once great public discussion ensued.[14]

Hoover was too skillful in his use of the press to stop with this initial news "leak." He also stated,

> I stirred up my friends in the engineering societies, and on November 1, 1922, they issued a report which endorsed the eight-hour day. I wrote an introduction to this report, eulogizing its conclusions, and got the President to sign it. We kept the pot boiling in the press.[15]

One important element of press relations which is confirmed in this study was the department's concern with press release "timing." The press release schedule of the 1924 National Conference on Street and Highway Safety confirmed this planned timing of releases. In September, 1928, Donald Wilhelm had written to Hoover concerning a statement for the press and noted that it should be released on Sunday or Monday morning because, "These are the best occasions always."[16]

During the 1921-1928 period the Commerce Department was a major source of press releases and Hoover himself was a respected government (background) news source for the Washington press corps. The press corps during this period was for the most part a cooperative and compliant channel for government information. With little news competition from the other executive departments, this favorable mass media-Hoover relationship materially assisted the department in access to the nation's press and radio.

(3) The Congress: Part of Hoover's public relations program was aimed at Congress. His use of publicity concerning the department's "Dollars and Cents" results paved the way for steadily increasing Commerce Department appropriations during the 1920s.

(4) Various civic groups: One of the most striking characteristics of the 1920s' public relations record of the Commerce Department was the voluntary mobilization of national, state, and local clubs, groups, and associations behind department sponsored public relations campaigns. Hoover used the national leaders of various organizations

such as the Federated Women's Club of America to gain access to the state and local affiliated leaders who were then solicited and organized to influence public opinion on such issues as Better Homes and Street and Highway Safety. This use of private or semi-private pressure groups to "sell" government information and policies is a major trademark of the Commerce Department public relations program under Herbert Hoover.

(5) The general public: Thus, Hoover's access to the general public was gained through a combination of liaison and voluntary cooperation of the above special publics including: business-industry, the press-radio, Congress, and various private and semi-private pressure groups. The net result of this cooperation was a favorable climate of public opinion in regard to Hoover and his department.

Evaluation

The Commerce Department's public relations evaluation tools during this period included: press clippings, questionnaires, letters, and the use of the department's services.

Hoover's daily press summaries were often sub-divided into sections dealing with a particular issue or campaign. For example, during the street and highway safety campaign a special breakdown of related press coverage was outlined.[17] As mentioned in Chapter IV, post-campaign questionnaires were used to evaluate the success of the Better Homes campaigns and letter feedback was used in the Street and Highway Safety campaign to report state and local actions. Finally,

such as the Federated Women's Club of Washington to grant funds to local public and local educational institutions who wish to conduct educational and research programs in Hanover and Fairway Valley. This use of activists as semi-professional grassroots to "sell" government information and policies is a major innovation of the Hanover Department public relations program, under Barbara Stevens.

(2) The general public. Thus, Hanover's appeal to the general public was geared through a combination of television and newspaper coverage of the major general public institutions: business-industry, the press-radio, Congress, and various patriotic and anti-patriotic grassroots groups. The sum result of this cooperation was a favorable attitude of public opinion in regard to Hanover and the department.

Evaluation

The Operation Hanover's public relations emphasis tends during this period emphasized press coverage, speeches, letters, and the use of the department's services.

Hanover's daily press coverage was often sub-divided into sections dealing with a particular issue or message. For example, during the summer and autumn period emphasis a special treatment of related press coverage was initiated.[27] As indicated in Chapter IV, photographic commentaries were used to evaluate the success of the Better Home campaign and Labor Problems, was used in the Summer and Autumn period emphasis to report action and local activity. Finally,

the number of inquiries handled by the department (and the results) was Hoover's most publicized evaluation tool. The public relations evaluation methods were tied to specific programs or campaigns during the 1920s.

Conclusion

No matter whether you measure Hoover's public relations success by the amount of Commerce Department appropriations, sales of publications, press coverage, amount of "cooperative" civic group involvement, or number of inquiries handled during the 1921-1928 period, the result is a most favorable one. The favorable Hoover and departmental status in the marketplace of public opinion was influenced by a mature public relations program based on the department's services and results. The final "sale" of the department's public relations program was made only after research and two-way communication was blended into a planned de-centralized government information program.

Hoover's role in shaping the Commerce Department's 1920s public relations organization and program was a major factor in its success. Hoover realized that there was a need to engineer public opinion toward solutions of the problems of the day. He realized that the tide of American industrialization had brought with it a new interdependence of the American society. In 1926 Hoover stated,

> A century of science has given us powerful tools of production and distribution. In organizing and applying them we have developed at times great friction with the social and political instincts of our people. But I believe that we are gradually adjusting the industrial system to

the number of injuries resulted by the supervisors [and the workers] was Hoover's own, politicized evaluation ever. The public relations direction methods were that to avoid/or minimize or complaints during the [illegible].

Conclusion

In spite of whether you believe Hoover's public relations [illegible] by the action of Commerce Department [illegible], being of [illegible] [illegible], press coverage, manner of "supervisory" [illegible] group [illegible], or number of inspections handled during the 1921-1933 period, the result is a book favorable one. The favorable Hoover and Commerce [illegible] in the manipulation of public opinion was influenced by a serious public relations program based on the department's services and results. The final "value" of the department's public relations program was made only after research and long-range consideration was blended into a planned de-centralized [illegible] information program.

Hoover's role in shaping the Commerce Department's [illegible] public relations organization and program was a major factor in its success. Hoover realized how [illegible] was a need to augment public relations through activities of the Secretary of the day. He [illegible] this role of [illegible] [illegible] and brought with it a new [illegible] dimension of the American society. In turn Hoover [illegible].

A [illegible] of Science has given an [illegible] value of [illegible] and [illegible]. The [illegible] and [illegible] [illegible] to [illegible] [illegible] [illegible]

> these instincts of industrial freedom and equality of opportunity and that the friction is becoming steadily less. . . . We are making progress in our own way in the fundamental relations of industry and commerce to its employees, to the public, and to the government.[18]

Hoover applied his engineering discipline to the practice of government public relations and by 1923 declared the maturity of the public relations function stating,

> With the growth of specialization in business, contact with the ultimate consumer or purchaser has become more and more complex. Buyer and Seller no longer have the personal relationship that prevailed in generations passed. Public relations--publicity and advertising--has become an exact science.[19] (Italics mine.)

Hoover's statement that public relations, publicity and advertising, had become "an exact science" was neither valid in 1923 nor is it today. However, Hoover's engineering of public relations in the 1921-1928 Commerce Department led the practice of government public relations into a new era of planned application.

FOOTNOTES TO CHAPTER V

[1]Ray E. Hiebert and Carlton E. Spitzer, The Voice of Government (New York: John Witey & Sons, Inc., 1968), 16.

[2]Zechariah Chafee, Jr., Government and Mass Communication, Vol. II (Chicago, 1947), 765; U.S. Code, Vol. 5, sec. 54 (1913).

[3]Ibid., 766; U.S. Code, Vol. 18, sec. 201 (1919).

[4]Hoover's use of his own private funds to pay the salaries of some of his personal public relations assistants cannot be directly attributed to the 1913 Congressional restriction. He also paid the salaries of other personal assistants including: William Mullendore, Richard Emmett and Paul Clapp. The Hoover Papers do not confirm any relationship between Congressional restrictions on hiring of "publicity experts" and Hoover's hiring and support of his assistants. See Hoover, Memoirs, Vol. II, 43.

[5]Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, H. P. Stokes to P. J. Croghan, June 3, 1925.

[6]Hoover Papers, SOCOF, Box 76, "Croghan, P. J., 1921-1925" folder, Memorandum, J. J. Harriman to P. J. Croghan, Mar. 20, 1926.

[7]Feiker Papers, Box 1, Bureau Circular No. 110, Aug. 31, 1922.

[8]Hoover Papers, SOCOF, Box 236, "President Harding, Mar.-Apr., 1921" folder, Letter, H. Hoover to W. G. Harding, Mar. 17, 1921.

[9]Hoover, Memoirs, Vol, II, 49.

[10]Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1925-1928" folder, Memorandum, H. Hoover to J. Klein, Jan. 28, 1928.

[11]Hoover Papers, Public Statements File, Address before the Food Conference of Pennsylvania Public Safety Committee, Sept. 29, 1917.

[12]Hoover Papers, SOCOF, Box 162, "Hunt, E. E., 1921-1922" folder, Memorandum, C. A. Herter to E. E. Hunt, Oct. 7, 1922. This memorandum indicates a bill was to be paid to Wilkinson for unemployment conference services.

[13]See Hoover Papers, American Child Health Association Collection, Box 29, "Publicity Program" and "Publicity Accounts" for examples of A.R.A. financial support of Wilkinson's publicity; SOCOF, Box 41, "Better Homes in America, Dec., 1923-1924" folder, Letter, C.A. Herter to F. H. Welch, Dec. 21, 1923; "Better Homes in America, 1927-1928" folder, Letter L. A. Wilkinson to C. A. Herter, Jan. 31, 1927 and

Footnotes to chapter 7

[1] See E. Elmore and Partners E. Jackson, The Tolls of Governments (New York: John Wiley & Sons, Inc., 1960), 2[illegible].

[2] Executive Order, [illegible], Government and Data Communications, Vol. II (Chicago, 1967), 1067 U.S. Code, Vol. [illegible], sec. [illegible] (1970).

[3] Ibid., 1067 U.S. Code, Vol. 18, sec. 201 (1970).

[4] Sarver's use of his own private funds to pay the salaries of some of his personal public relations assistants seems to directly attributed to the 1967 congressional investigation. He also paid the salaries of other personal assistants including Attila Kilinkovy, Richard Sewell, and Paul Olson. The Sarver Papers do not explain why relationship between congressional initiative on behalf of Tri-State's economic and property rights and payment of the expenditures. See Sarver, Memoirs, Vol. [illegible], 1[illegible].

[5] Sarver Papers, 2002, Box [illegible], Congress, I. A., [illegible] Euler, Washington, D. C. Quoted in T. A. Congress, June 9, 1967.

[6] Sarver Papers, 2002, Box [illegible], Congress, T. A., 2002-2003 Euler, Washington, D. C. Quoted in T. A. Congress, Sept. 10, 1970.

[7] Sarver Papers, Box [illegible], Bureau Circular No. 110, Dec. 10, 1967.

[8] Sarver Papers, 2002, Box [illegible], Washington Building, Inc.-[illegible], 1967, Euler, Washington, D. C. Quoted in T. A. Congress, Dec. 17, 1967.

[9] Sarver, Memoirs, Vol. [illegible], 1[illegible].

[10] Sarver Papers, 2002, Box [illegible], No. [illegible], 1970-2003 Euler, Washington, D. C. Quoted in T. A. Congress, Dec. 18, 1970.

[11] Sarver Papers, Public Statements File, address before the Food Conference of Transportation Public Utility Commissions, Sept. 19, 1971.

[12] Sarver Papers, 2002, Box [illegible], Wash. D. C., 1971-1972 Euler, Washington, D. C. Quoted in T. A. Congress, Sept. 1, 1972. This memorandum indicated a hint now to be paid to [illegible] for congressional contacts made earlier.

[13] See Sarver Papers, American Civil Rights Council Resolution Collection, Box [illegible], Statistical Research and Statistical Summary for examples of [illegible]. Financial support of Tri-Country's publicity, 2002, Box [illegible]. Sarver Lunch to Washington, Dec., 1971-1972 Euler, Washington, D.C. Quoted in T. A. Congress, Dec. 20, 1971; Sarver Lunch to Washington, 1971-1972 Euler, Washington D. C. Quoted in T. A. Congress, Dec. 20, 1972 and

Letter, C. A. Herter to L. A. Wilkinson, Feb. 2, 1927; SOCOF, Box 97, "Conferences, Street and Highway Safety, Nov.-Dec., 1924" folder, Memorandum, E. Greenwood to H. P. Stokes, Dec. 5, 1924 (E. L. Priest was Wilkinson's employee).

[14] Hoover, Memoirs, Vol. II, 103-104.

[15] Ibid., on July 3, 1923, the steel industry agreed to the eight-hour shift and forty-eight-hour week.

[16] Hoover Papers, SOCOF, Box 86, "Wilhelm, Donald, 1922" folder, Memorandum, D. Wilhelm to H. Hoover, Sept. 1, 1922.

[17] Hoover Papers, SOCOF, Box 97, "Conferences, Street and Highway Safety, Nov.-Dec., 1924" folder, Memorandum, E. Greenwood to H. P. Stokes, Dec. 5, 1924.

[18] Hoover Papers, Public Statements File, Address before Fourteenth Annual Meeting of the Chamber of Commerce of the United States, May 12, 1926.

[19] Ibid., Introduction to "Trade Association Activities," July 15, 1923. (Bible 319).

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APPENDIXES

Fuel Administration Publicity Department Document*

The purposes of the publicity department of such an agency of government as the Fuel Administration are presumably:

First, to distribute promptly and effectively the orders and formal announcements of the administrator, and

Second, to promote cooperation between the Fuel Administration and the public in carrying out the program of the administration.

The attainment of the first purpose is, of course, a simple matter; attainment of the second purpose requires a clearly defined policy and sympathetic as well as intelligent carrying out of that policy.

It should be the aim of such a publicity department not only to give to the newspapers what the Fuel Administration wishes to have printed, but also, so far as compatible with the public interest, to give to the newspapers whatever information they may want in addition to the matter put out by the Fuel Administration on its own motion.

It is of great importance that the publicity department should be in a true sense an avenue for the communication of information. It should not be a screen between the newspapers and first-hand sources of information.

While the publicity department should be used to relieve responsible officers of all unnecessary work in dealing with the newspapers, it should not be made the exclusive point of contact between the newspapers and the officers of the Fuel Administration.

The head of the publicity department should be a man of tried discretion who can be entrusted with all the information at the disposal of the administration and relied on to impart to the newspapers only such information as can be given without injury to the public interest.

His work should be to answer questions as well as to give out statements, and to answer questions intelligently he must have as full a grasp as possible of the facts with which the Fuel Administration is dealing. Where he lacks the necessary information he might undertake to supply it by submitting questions to the proper officials of the Fuel Administration. Replies to questions of this sort should be promptly supplied.

But the work of even the most efficient publicity representative should be supplemented by direct interviews between newspapers and responsible officers of the administration. In no other way can a full measure of [illegible] be attained, for that must be predicated on a full feeling of confidence between the newspaper and the public officials and the necessary feeling of confidence can hardly be established if there is never direct contact between the newspaper representatives and those in charge of public administration.

It is essential, of course, that the contact of officials with newspaper representatives should put the least possible tax on their time and to this end methods should be worked out which would impose the least burden upon the officials, and at the same time relieve newspaper representatives of any possible feeling that they are being kept away from original sources of information.

Probably the best practice would be periodical conferences at stated times with the representatives of all newspapers and newspaper associations which care to attend. These conferences would afford opportunity for putting directly to the head of the administration or to his deputies, as the occasion might be, the questions to which newspapers wanted first-hand answers.

It would be useful to permit in addition to these general stated conferences, occasional conferences between individual representatives of important publications and one or another of the officers of the Fuel Administration on matters of unusual importance.

All matters originating with the Fuel Administration should be distributed to all newspapers in order to avoid any charge of favoritism. On the other hand, in cases in which individual newspapers uncover exclusive information, their enterprise should be respected and the Fuel Administration should not issue a general statement covering the matter drawn to their attention by the question of some individual newspaper. This should not be done, at all events, unless public interest seems to demand it, and in that case the need of general distribution should be made clear to the paper which originated the matter.

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*Source, Hoover Papers, Secretary of Commerce Official File, Box 83, "Reorganization of the Department of Commerce" folder, Letter, H. Hoover to A. B. Fall, June 8, 1921. Above document attributed to letter written by Floyd W. Parsons to Harry A. Garfield, Fuel Administrator.

Parsons was an assistant to Garfield at the Fuel Administration and former associate [illegible] Journal (1907-10), editor, Coal [illegible] (1916-18).

Appendix B

May 27, 1921.

Memorandum to Mr. Hoover.

Immediate suggestions for [illegible] information work.

1. Establish at the Department of Commerce a Bureau of Information to which all general inquiries regarding news will be directed, and from which they may be redirected to the specialized division. I would recommend that we would delegate Mr. Gregan to head this department.

2. Introduce the subject of publicity at the next meeting of Bureau Chiefs with the following ideas in mind.

First: Be established a committee of public relations to be made up by the Bureau Chief, or his personal representative.

Second: The duties of this committee will be advisory to the Bureau of Information. We have the individual good will of each Bureau, and we have in addition the good will of the Department of Commerce as a whole to develop. The Department as a whole should strengthen the individual Departmentsand vice versa.

3. The appointment of as some in each Department to whom newspaper men and others seeking or receiving information can be referred, and to head the Department's responsibility, as well as that of their particular Bureau, with regard to giving out information. This group of men might be the same as those forming the Public Relations Advisory Committee, or they might be another group of men, depending upon the personnel of the individual Departments. In any case, the need of establishing such a clearing house of information must be made evident to each Department head.

4. Some advance calendar of Departmental conferences and Bureau conferences should be established at once. This calendar might be divided into two classifications, one semi-private conferences, which should be given in advance to Bureau Chiefs, their office for their information, and to the Bureau of Information for its guidance; the second, a list of public conferences to be given in

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advance to all the [illegible] [illegible] to conferences, editorial clubs, [illegible] [illegible] and elections, Washington correspondents and any [illegible] [illegible] lists.

If these steps meet with your approval, I feel sure, from the conversations I have had with the Department heads and with others interested that we can, without much difficulty, devise some machinery to get the results.

MMF:H

Description of the activities and functions of the Bureau of Foreign and Domestic Commerce's Press Service and Editorial Division*

The Press Service

The Press Service is the point of contact between the various bureaus and divisions of the Department of Commerce and the trade daily press. All announcements for publication emanating from the Department pass through the press room for examination from the viewpoint of policy and, if endorsed therein, for release to periodicals and newspapers.

The press room also prepares much matter for publication, and handles a number of special press services which it has itself developed in the past three years, such as weekly abstracts of cabled economic surveys, condensations of Commerce Reports, digested commercial news for radio broadcasting, trade opportunities, special weekly resumes of automotive, foodstuff and other commodity division news, etc.

Representatives of press associations and of individual trade and daily newspapers call daily at the press room for commerce news which is given them in most instances in mimeographed form, and multigraphed sheets of commerce news are mailed regularly to over a thousand journals, many of which publish it in special "Department of Commerce pages."

Special articles on the activities of the Department of Commerce and on foreign trade generally are prepared in the press room.

Editorial Division

The main function of the editorial division is to edit and revise material published in Commerce Reports, monographs, circulars and other publications of the Bureau of Foreign and Domestic Commerce and to advise the various other divisions of the Bureau in regard to preparation of material intended for publication. It also edits copy for special multigraphed and mimeographed circulars, indexes, the various publications of the Bureau and routes and records incoming consular reports.

Published and unpublished commerce, consular attaché and trade commissioner reports are filed by the editorial division for consultation by interested persons, and a collation file of clippings of materials used in [illegible] Reports is maintained for ready reference. Inquiries pertaining to published reports of the Department of Commerce and to articles appearing in Commerce Reports are answered by this division.

*Source: Who's Who in the Bureau of Foreign and Domestic Commerce (Unpublished, Herbert Hoover Presidential Library), pages unnumbered, last page.

Appendix D

Bureau of Foreign and Domestic Commerce Organization[a]

Commodity Divisions

(1) Agricultural Implements
(2) Automobiles
(3) Chemical
(4) Electrical Equipment
(5) Foodstuffs
(6) Hides and Leather
(7) Iron-Steel-Hardware
(8) Lumber
(9) Machinery
(10) Minerals
(11) Paper
(12) Rubber
(13) Shoe and Leather Manufactures
(14) Specialties
(15) Textiles

District Offices

(1) Atlanta, Ga.
(2) Boston, Mass.
(3) Chicago, Ill.
(4) Des Moines, Iowa
(5) Detroit, Mich.
(6) Galveston, Tex.
(7) Houston, Tex.
(8) Jacksonville, Fla.
(9) Kansas City, Mo.
(10) Los Angeles
(11) Louisville, Ky.
(12) Memphis, Tenn.
(13) Minneapolis, Minn.
(14) Mobile, Ala.
(15) New Orleans, La.
(16) New York, N.Y.
(17) Norfolk, Va.
(18) Philadelphia, Pa.
(19) Portland, Oreg.
(20) St. Louis, Mo.
(21) San Francisco, Calif.
(22) Seattle, Wash.
(23) Wilmington, Del.

Technical Divisions

(1) Commercial Intelligence
(2) Commercial Laws
(3) Domestic Commerce
(4) Finance and Investment
(5) Foreign Tariffs
(6) National Information
(7) Statistical Research
(8) Statistics
(9) Transportation and Communication

Commercial Offices

(1) Akron, Ohio
(2) Baltimore, Md.
(3) Beaumont, Tex.
(4) Birmingham, Ala.
(5) Bridgeport, Conn.
(6) Charleston, S.C.
(7) Chattanooga, Tenn.
(8) Cincinnati, Ohio
(9) Cleveland, Ohio
(10) Columbus, Ohio
(11) Dallas, Tex.
(12) Dayton, Ohio
(13) El Paso, Tex.
(14) Erie, Pa.
(15) Fort Worth, Tex.
(16) Greensboro, N.C.
(17) Indianapolis, Ind.
(18) Lake Charles, La.
(19) Lowell, Mass.
(20) Milwaukee, Wisc.
(21) Newark, N.J.
(22) Orange, Tex.
(23) Pensacola, Fla.
(24) Pittsburgh, Pa.
(25) Port Arthur, Tex.
(26) Providence, R.I.
(27) Richmond, Va.
(28) Rochester, N.Y.
(29) San Diego, Calif.
(30) [illegible]
(31) [illegible]
(32) [illegible]
(33) Vicksburg, Miss.

Bureau Administrative Offices, Washington[b]
(As of January 1, 1924)

(1) Administrative Assistant's Office

(2) Drafting and Photostat

(3) Accounts

(4) Personnel

(5) Supplies

(6) Correspondence and Distribution

(7) District Offices

(8) Editorial

(9) Foreign Service

(10) Press Section

Sources: [a]Hoover Papers, SOCOF, Box 73, "Dr. Klein, 1925-1928" folder, Practical Aids For Domestic Commerce (Washington, D.C., 1928), 15.

[b]Hoover Papers, SOCOF, Box 74, "Miscellaneous, 1923-1928" folder, Bureau of Foreign and Domestic Commerce organization chart.

Appendix E

DEPARTMENT OF COMMERCE
BUREAU OF FOREIGN AND DOMESTIC COMMERCE
WASHINGTON

COPY

May 28, 1921.

Mr. Felker: IN REPLY REFER TO No.14

I'll try to give you a little review of our press service and of our sources of information, as promised.

This Bureau's career has been tenestuous and uncertain. On more than one occasion we have been nearly wrecked on the rocks of "No Appropriations." It became evident some years ago that if we were to survive it was essential that the Bureau's work be advertised and also in that connection it seemed vitally important that strenuous efforts be made to establish friendly relations with the "Almighty Press" to forestall the efforts of those who were interested in our total elimination. Mr. Hopkins was put in charge of this work. I succeeded him about a year ago.

Up to and until some little time after the coming of Mr. Hoover my work related entirely to the welfare of the Bureau of Foreign and Domestic Commerce. I had little contact with the Secretary's Office and less with other parts of the Department.

During these years I think we were the only Bureau in the whole Department which made a special effort to interest and attract newspaper men. We gradually cultivated their friendship until now every big news service also representatives of many important daily papers and trade journals call here every day.

The bait used consists mostly of discarded consular and attache reports, reports which otherwise would be filed away and in many cases represent simply wasted effort. Every year the Bureau receives hundreds of reports. They touch upon every imaginable subject. Some of them are excellent and ready for immediate use. Others are worthless, while still others require very careful handling to avoid serious trouble. Quite frequently we receive a report the contents of which is of importance to American business, but because of the circumstances surrounding the procurement of the information by the foreign representatives or perhaps the political or diplomatic aspects of the situation covered, it can not be published officially. American business is not deprived of the benefit of these "delicate" reports mainly because of the friendly relations we have established with the press. We know the men and they know us and we can consequently direct the message to the heart of the trade concerned without danger of diplomatic embarrassment. We do so on what is called a "No Credit"

basis, i.e., the source of the information will not be disclosed. Other reports while too local in character to warrant publication in "Commerce Reports" are of considerable interest to a limited trade group. We turn these over to appropriate trade paper men. All in all I think it can be said that no foreign report of any value whatever is now wasted. It is either published in "Commerce Reports" or released for publication in the general press or by trade papers, or both, depending to what seems to be the best procedure in each case.

In addition to the foregoing we attract newspaper men with various special and periodical statements covering imports and exports from various angles.

Whenever a new special report is published covering some foreign investigation, such as boots and shoes in Peru or electrical goods in South Africa, for example, I prepare two statements. One for the press, prepared in an effort to create interest and make sales. This notice must carry a punch and be brief if much publicity is to be obtained in the general press. The trade papers usually obtain the complete report and sometimes publish it fully. The second statement is known as a "selling letter." It is sent direct by mail to the firms we know are interested in the commodities concerned.

Every morning all cables are released to the press.

Lately I have been receiving a weekly press contribution from the other Bureaus of the Department.

A few days ago the Census Bureau agreed to furnish us with copies of whatever statements it released to the press. These last two services have been of considerable aid, especially the Census material and I am sure the cooperation thus extended has already reacted to the benefit of the Department.

Formerly we received some of our best publicity through speeches delivered by the Director of this Bureau. We have not had the benefit of this for sometime.

This, I think, covers our principal news attractions.

However, I have other duties.

It is my job to answer questions asked by the men who call here. It is often necessary to interpret reports on foreign subjects which are not understood by news writers. I must also supervise interviews between the press and the Bureau's minor officials, such as geographic division chiefs, in an effort to avoid the publication of embarrassing

statements. News and trade papers write to the Bureau every day for information on various subjects. Whenever the subject is doubtfull it is up to me to pass upon the reply and to take responsibility for any reaction. I also have my own correspondence with publishers and editors seeking information and asking to be listed for this or that service. If our friends in Chase should send in a special or feature story for the "Saturday Evening Post," for example, it is my job to read it over and eliminate questionable passages. To-day the Washington Herald representative asked for a tope on which to base a story favorable to the Bureau and its work. I frequently have occasion to not only collect material of this kind but to write the story.

With the coming of Mr. Hoover my work has increased to a great extent. Where formerly we received a comparatively few clippings as a result of the Bureau's publicity accomplishment, we are averaging about 300 a day. These have to be gone over and the more important ones delivered to the Secretary's Office. In addition we read and clip about twenty eastern papers. The duplicate clippings are filed here by subjects and this is quite some job.

In addition, I now endeavor to keep in touch with the coming of various trade committees to the Department and with other similar developments in order to be able to keep the press posted. They want to know who is coming, and when, what the gathering is all about, what was done, etc. This has been a difficult task but we have managed to keep the press partly satisfied so far.

In regard to myself. While I have not had a great deal of news experience and realize that I am still very much a "minor leaguer" in the publicity game, I think we have been fairly successful in making the Department better known and in creating and maintaining the good will of the press. I have become deeply interested and would be glad to continue the work in so far as my ability permits in whatever capacity you think best.

Appendix F

DEPARTMENT OF COMMERCE
OFFICE OF THE SECRETARY
WASHINGTON

COPY September 16, 1921

Dear Mr. Cockrell:

I will try to answer the questions you asked in your note of September 6th.

When I came to Washington I started to keep a diary of what happened every day, but I have been so busy after the first few weeks that my diary has gone neglected. The work is as many sided and as colorful as industry itself. I have had the opportunity of working closely with Mr. Hoover in carrying out his plans for making the Department of Commerce of service to industry. This work has practically meant shaping up the details of the organization to carry his ideas and finding the men to do the work.

The most interesting thing about this new work to me has been that it has meant doing on a large scale some of the things that are done every time that we try to develop a new relation of one of our journals to an industry or establish a new journal for an industry. The principal task is to give the men of the industry an understanding of the service the Department proposes to render; to ask them for their suggestions; to mould their suggestions with the Department policies into a plan and then to go into the industry itself to induce a ten or twelve thousand dollar man to take a five or six thousand dollar job as a piece of public service.

In addition to this work of reorganization involving all angles of the question, I have been interested in such odd /unreadable word/...as shaping up the relation of the Department to the fall letting of contracts; helping Congressmen to understand that we are looking for experts and not job hunters, and getting one Department to do something for another Department, when under ordinary circumstances the Departments have not thought of having very much in common.

Specifically the three Departments that I have had most to do with are the Bureau of Census, Bureau of Standards and the Bureau of Foreign and Domestic Commerce. In the Bureau of Census we have been working to make statistics timely, to get out monthly figures which show the trend of business in industry. This work has been accomplished by assembling a unit in the Bureau of Census under the direction of a competent economist. Dr. Surface, who is in charge of the Monthly Survey of Current Business, issued by the Department of Commerce as a supplement to Commerce Reports. I could write a page about some of the difficulties and some of the interesting problems

that have been not in making this possible, and I consider that the Department has accomplished something when after three or four months it issues a publication monthly when up to that time all such statistics, so far as the Department is concerned, have been issued annually or every ten years.

The Bureau of Foreign and Domestic Commerce has been completely reorganized from top to bottom along a new philosophy of trade promotion. Dr. Julius Klein, formerly in charge of the South American Division of the Bureau of Foreign and Domestic Commerce, more recently head of the division of Export at the Harvard School of Business Administration, has been released by Harvard on an indefinite leave of absence to become the Director of the Bureau. We have appointed thirteen new men who are responsible and responsive to as many branches of industry and whose work consists in seeing that the resources of the Bureau of Foreign and Domestic Commerce, both in the district offices and in its six hundred contacts abroad, are made useful to men of industry interested in exporting.

There are masses of material here which have never seen the light of day because of the lack of men to interpret the material to industry.

In connection with this has gone hand in hand a program for development of a publication. Commerce Reports which for twenty years has been talked about as a possible weekly has been made a weekly. The approval given the first two numbers has been an indication that it is now filling "the long felt want."

I hope our papers and all other papers see in Commerce Reports weekly not a rival, but a basis for more interpretive service to industry. The material for Commerce Reports is released ahead of time so that it can be used by the trade and newspapers.

In this work I am acting as sort of consulting editor of Commerce Reports, as a representative of the Secretary's office in the commodity organization and as a general contact man with industry with regard to this commodity work.

Dr. Stratton, Director of the Bureau of Standards, and I have been consulting on the best plan to carry out Mr. Hoover's general idea of systematizing the relation of industry to the Bureau of Standards. The Bureau of Standards had hundreds of contacts with industry. In some cases an industry literally has asked the Bureau of Standards to establish its standards, its specifications and almost the routine of its production program. At the other extreme are industries who want nothing to do with standards. In between are all varieties of relation involving the services of the greatest Government scientific laboratory in the world. The problem is to systematize and put into effective use this wonderful instrument, to establish a sympathetic understanding of its purpose and of its relation to industry and to see that it functions in a clear cut way for industry, and establish, first, a fundamental physical standard, second, production

standards of dimension and time, the consideration of the simplification of variety in industry which [illegible] from the more uniform use of both the physical and dimensional standards that have been adopted.

I am just starting my work in this division of the department. As Mr. Hoover said in his [illegible] industry article on the cover of [illegible] and Industry probably as much can be served by the elimination of waste in industry as by great inventions, and the problem of making industry understand this and providing practical aids to men of industry so that they themselves can eliminate wasteful practices is not only a fascinating one, but perhaps as useful a function of Government may render to industry today.

If I continue to tell the things that I am making a part in I would fill a whole Sales Letter. There are just two big things that come to me after a few months contact with the Government department whose essential aim is to serve industry. The first is that our business men if they are to meet future conditions must think collectively as well as individually. They must come to Washington with constructive programs to be carried out rather than waiting until some other group of the community has proposed a program and then come to Washington simply to prove that that program is no good. Second, from a publishing point of view this kind of thing must get into our papers. Our editors ought to come to Washington oftener. Not only our editors, but our business men. I am impressed with the fact that the whole spirit, at least of this administration, is to approach the problem of governmental relation to business from the practical business man's point of view, not forgetting that the so-called practical business man sometimes overlooks the public's point of view. As a consequence the place is full of suggestions particularly to an editor or business man trained to get impressions and interpret them, and they range all the way from specific facts such as this, that I noticed in the Census figures the other day that there were 14,000 men in the country who did nothing but oil machinery, up to the making of a trade promotion policy for some particular manufacturers which goes into the heart of buying and selling between this nation and some other nation.

Since this letter is personal to our own men I will only add that what I have really been trying to do down here is to make a McGraw-Hill organization in the Government.

Yours very truly,

[signed F. M. Feiker]

Assistant to the Secretary

Source: Feiker Papers, Box 1, "Articles, 1921" folder.

Appendix G

List of Bureau of Foreign and Domestic Commerce Personnel
(With journalism or public relations experience[1])

(1) O. P. Hopkins, First Assistant Director of the Bureau: He had been in newspaper work before joining the Bureau in 1911 as an editorial clerk; later became Chief of the Editorial Division and while in that division organized the publicity work of the Bureau under that division.

(2) Louis Domeratzky, Second Assistant Director of the Bureau: He had worked for the International Bureau before coming to the Bureau in 1905 as a translator. According to Joseph Brandes, Domeratzky "played an important part in publicizing the activities of the Department by contributing to Foreign Affairs and other periodicals."[2]

(3) Irving S. Paull, Chief of the Domestic Commerce Division: He had been an advertising and sales executive with such clients as the Union Pacific System and other railroads.

(4) John J. Harrinan, Regional Assistant, Far Eastern Division: He had been the Washington Correspondent for the Boston Herald (1915-1921) and joined the Bureau in 1922.

(5) Louis E. Van Norman, Commercial Attache, Bucharest, Rumania: He had been foreign editor, Literary Digest (1900), assistant editor, Review of Reviews (foreign dept., 1904-14), editor of Nation's Business (1915) and served on the War Trade Board during World War I.[3]

(6) Howard H. Tewksbury, Special agent, Automotive Division: He had joined the division in 1923 and was in charge of publications and publicity.

(7) Viola A. Smith, Assistant Trade Commissioner, Shanghai, China: She had been the assistant chief, woman's division, Information Division, Department of Labor.

Source: [1]Who's Who in the Bureau of Foreign and Domestic Commerce (Unpublished, Herbert Hoover Presidential Library).

[2]Joseph Brandes, Herbert Hoover and Economic Diplomacy (Pittsburgh, 1962), 8.

[3]Hoover Papers, SOCOF, Box 83, "Commerce Publicity" folder, Memorandum, L.E. Van Norman to J. Klein, Dec. 31, 1925.

DEPARTMENT OF COMMERCE
OFFICE OF THE SECRETARY
WASHINGTON

March 29, 1926.

Memorandum to the Chief:

From: Marrinan.

Subject: Publicity Policy.

Would you care to set forth at one of the Saturday Conferences some guiding principles which should be followed in the publicity work of the Department? This question has been proposed but I have discouraged it on the ground that no definite formula could be devised. It might, however, be helpful to Mr. Croghan in his relations with the several Bureaus to have some general principles of an educative character laid down. Here is a suggested memorandum on the subject:

This question repeatedly comes up in connection with specific publicity problems. While no general formula covering all our publicity problems seems possible, there are certain principles which may be generally followed and certain dangers which can be minimized or avoided.

Departmental publicity may be regarded as having three objectives.

First, the dissemination of useful information which has a direct bearing upon the operations of commerce and industry.

Second, contributions to various campaigns of education intended to improve existing conditions either by modification or elimination.

Third, the maintenance of departmental prestige in order that when public problems or emergencies occur within the jurisdiction for which we are officially responsible, the opinion of the Department will be given proper weight in the public mind.

No rigid formula can be given for the content of publicity material or for the method or scope of its dissemination. Generally speaking, in giving publicity to information which falls in the first of these three

categories we should stick to factual matter and deal with it without editorial bias. In handling information of the second category editorial treatment is more or less necessary but it should be conservative and kept well out of the field of prophecy. Publicity of the third category, that of maintaining our departmental prestige, does not lend itself to any formula. It is a matter of showing that we are active, efficient, and dealing with our problems on the basis of broad national interest. Practically everything that we do falls into this category so that it may be regarded as over-lapping the others.

It is well to remember that in the mechanics of publication the Secretary is likely to be held personally responsible for anything and everything given publicity by the several bureaus. Obviously it is impossible for the Secretary to personally edit all such statements for public consumption. Hence the Secretary is dependent in many instances upon the accuracy, good taste and discretion of his associates in the various bureaus.

Of course, affirmative publicity is always the more effective. No organization adds much to its own prestige by deriding or criticizing adversely other agencies in similar work. It, therefore, is advisable to avoid adverse criticsm.

The element of time and of timeliness is an all important consideration in publicity. A public statement made at one time might be very useful in accomplishing a minor objective but through some strong public attitude existing at the time might invite resistance of such character and scope that it would seriously injure the prestige of the Department. Of course all information affecting commerce has more or less spot value which requires all possible speed in dissemination in order to make it effective.

No general rule can be enunciated for campaigns of education save perhaps the very general one that most campaigns of education have to proceed very deliberately in order to be effective. Usually in handling this kind of publicity any obvious attempt to drive public sentiment into line precipitously usually invites reaction through a mobolization of all the forces of resistance and with the frequent result that the entire movement suffers set-backs if not actual defeat.

The character of the audience to which a particular publicity drive is directed is most important because it affects both method and scope of dissemination. For example, if you are dealing with a problem which involves the average household consumer, the newspaper is probably

the best medium for dissemination. Obviously highly technical or colorless factual material does not receive much publicity in a press devoted more or less to sensational treatment of news. A certain amount of popular treatment seems, therefore, permissable but it should be dignified and neither speculative nor prophetic. Some of the dangers to be avoided are

1. Creating impressions of personal publicity as an objective.

2. Press agenting the Department instead of disseminating useful information.

3. Giving publicity to factors affecting situations which are highly speculative in character.

4. Offending other departments or foreign governments and needlessly agitating organized sections of public opinion in the United States.

5. Participating indirectly in political discussions which have a predominantly emotional aspect.

6. Advertising or indorsing special projects or interests.

JM

JM-E.

DEPARTMENT OF COMMERCE

OFFICE OF THE SECRETARY

WASHINGTON

March 29, 1922.

Dear Dr. Stratton:

What I have been trying to do, and what the Secretary and you yourself asked me to do, is to work out a plan by which the Bureau could be haled out from under its bushel and get the much larger share of newspaper and magazine publicity, (especially popular magazine news publicity), that its achievements clearly warrant it in receiving. I know that the Bureau does get a large share of recognition in technical periodicals but I am convinced that it does not get at all the share of newspaper and popular magazine publicity that it is entitled to in view of its day-by-day and year-by-year achievements. In these thoughts I believe you have agreed with me. Of course, it is perfectly obvious that in the nature of things in Washington it is possible for a governmental agency intrinsically to fail on a given job and still seem to succeed, by use of the best possible presentation of its case; and, conversely, it is perfectly possible for a governmental agency to succeed gloriously and yet seem to fail. Of course, in this thought one has to consider not only the public, but Congress as well. And the more I see of the Bureau, the fine personnel you have, and the enormous accomplishments you make, it seems to me from every point of view desirable that you should have a much larger share of recognition. But all this is merely by way of prevision about things it seems there is general agreement and against which I personally believe there can be no sound argument.

In terms of a rough organization chart that I have been bit by bit working out, the Bureau presents a problem that is in a sense unique. On one hand you have a large amount of technical information which in the nature of the case should be handled by a technical man. This information goes to the technical press and includes material for technical editorials.

There is also a larger, and more fruitful, potential stream of information that should run from the Bureau straight through to the daily press and to the popular magazines and to feature writers and editors for syndicates and other extensive media.

Of course, it can be said that the Bureau is reaching these fields, but I think that it is not reaching them with more than a small share of the material that the Bureau can offer, which again is the premise that we started with. I might add, and know this also is simply a corollary of my major premise, that although I have asked, I suppose, no less than 20 or 30 feature writers, magazine writers, technical writers, and the run of ordinary reporters, I have yet to find one who did not say that the Bureau is a gold mine of information that does not in adequate measure reach the public. Some of these men are extremely bitter about the Bureau and I am always shaking in my boots lest one or more of them cut loose sometime in a public assault on the Bureau that may come most inopportunely. The chorus of their complaint always is that the Bureau does not send out what they want, or enough of what they want, and that when they go to the Bureau looking for what they want, they cannot get it.

As I see the situation, some new provision to meet this current need and opportunity is in order.

Because the Bureau has a large amount of technical material which can be handled adequately by no one except a more or less trained individual, the whole matter of the Bureau's publicity cannot easily be lifted out bodily and be centered entirely here in what otherwise would be the logical distributing point for the whole Department, namely, the publicity organization and the news room here under Mr. Croghan. The logical reason why ordinarily it should be lodged there is that this Bureau has a distributing power that no other departmental agency, especially one so far out as the Bureau of Standards, can possibly have. It has, and is using right along, mailing lists with thousands of newspapers, periodicals, and individuals. These are kept alive and up to date, and their reach is almost incredible. Moreover, all the newspaper men and feature writers, as well as the representatives of the technical press, round up at the news room here. They come every day, and your Washington newspaper man has so much material thrown at him that it takes an almighty strong attraction to make him come out of his way. It is because Mr. Croghan's office is the largest distributing center for the entire Department that I have been interested in tryingto ascertain if your news bulletin could be made a kind of liaison affair between the Bureau and the Department's news distributing center.

If, for instance, the news bulletin were developed, as you urged as desirable, it could still be made to serve in bridging the gap. If it were developed, I should think it could be developed in the following way:

(a) The idea that I brought up last week at the suggestion of Mr. Hubbard, would be helpful. As soon as a new line of research is started, a statement analyzing its purpose and prospects would be helpful. It would also be helpful if from time to time these statements by the men in charge of the research work, or by you, were forthcoming, as these also would be helpful. It probably is entirely practicable so to phrase the statement as to make clear to anyone that the work being done in this or that direction is not complete, is merely in process, and that, therefore, there can be no point in inquiries being sent to the Bureau. These analyses would also be useful to the Bureau as a record, Mr. Hubbard pointed out, and clearly they would constitute a handy means to get around the awful delays of the Government Printing Office and get information to those who need it in time for it to be of the greatest value.

(b) When a research has been accomplished provision should be made to dramatize the accomplishment in the most effective way. For instance, if the gasoline test should succeed, then on a given day at a given hour, notice should be sent out or posted by Mr. Croghan's office. You yourself and the men in charge of the research should receive, I should suggest, all the correspondents who may be interested enough to go to the Bureau. This is the usual procedure in Washington, and it has the advantage not only of dramatizing the event, but also of getting rid in quantity of a whole group of correspondents at once.

(c) The possibility of letting the correspondents know more about you personally, and about the division chiefs, and about the scientists under you, however disagreeable this may be, would also work to good ends, I should think.

(d) I have often thought of the practicability of your starting a little mimeograph sheet about the personnel of the Bureau for your own use and with a view to such personal mention about them personally as the technical magazines especially are always looking for.

(e) Mr. Boutell felt that it would be practicable for advance sheets from an enlarged news bulletin to be sent as rapidly as they are ready to Mr. Croghan's office for distribution to the newspapers and to periodicals that supplement your own list.

(f) Then when the bulletin appears, since the confidential nature of the bulletin need not so much now be reserved since the war is over, have a hundred or two hundred copies of the bulletin sent to Mr. Croghan's office for distribution here.

(g) A very large interest could also be aroused by distribution with adequate copies of the many fine photographs that the Bureau has.

(h) A much larger spread can be secured for the publications of the Bureau and a good deal of attention can be given to it work through the Commerce Reports of the Bureau of Foreign and Domestic Commerce. Dr. Klein expressed his willingness, if this idea meets with the approval of the Secretary, to use in the reports mention of your publications on the back cover, and reference to them and to your work by the respective commodity divisions as the occasions arise. You may have noted that the Bureau protects from foreign usage a large amount of semi-confidential material by using a simple code so that only inquiries from American firms and individuals are answered with the semi-confidential information sought.

A plan like this would serve pretty well, I should think, as a kind of base on which to build. Supplementing it, clearly there should be someone with a lively news sense assigned from Mr. Croghan's office to cooperate with Mr. Boutell and his work in connection with the news bulletin. Mr. Boutell is strategically placed to supply someone from here with suggestions that he himself can work out or carry back to the newspaper and feature writers.

It would be highly desirable if it were possible to establish the tradition that if another governmental agency, or several, allocates research to the Bureau, then the Bureau reserves the right to make announcement concerning this work. Of course, there are situations in which this would not for various reasons be practicable, but the tradition would at least operate in the long run toward a larger flow of material from the Bureau.

It strikes me that this plan, which I should like very much to talk over leisurely with you, would go a long way toward strengthening the news bulletin and the service that the Bureau gives technical and trade periodicals. It would greatly enlarge the public reach of the Bureau by opening up a flow of material to the popular magazines and the newspapers. If then Mr. Boutell and the departmental representative could tie in their plans together and make a point of giving a rather boisterous welcome to those writers who come here about the Bureau, or go out to the Bureau, I should think the results would soon begin to show.

Again, this plan is premised on the supposition that you and the other men at the Bureau are doing an almighty large and wonderful lot of work that the public knows next to nothing about. One test that I have watched with a good deal of interest is the reaction that is secured when I tell about some of the things that the Bureau is doing to editors of big periodicals like the Saturday Evening Post and the World's Work. These editors are perfectly amazed and almost automatically want to have a hand in giving credit where credit is due. It was the same attitude of theirs that has in the past secured for the Forest Products Laboratory, in distant Madison, such a large measure of recognition. I went to that laboratory several

years ago for the Saturday Evening Post and they gave me, and I suppose they gave every writer, a reception that certainly worked in the long run to the benefit of the laboratory. Yet two or three laboratories like the Forest Products Laboratory could be housed in the Industrial Building alone, and the sum total of that laboratory's achievements is to those of the Bureau of Standards about as one to one thousand.

I need not add, I know, that I am very eager to work out such a plan as I have suggested here, the same plan that will get for the Bureau, both in the minds of the public and in the minds of the administration and Congress, all the recognition that it should receive.

Cordially yours,

Assistant to Mr. Hoover.

Dr. S. W. Stratton, Director,
Bureau of Standards,
Washington, D. C.

Appendix J

COPY October 30, 1922

MEMO TO THE SECRETARY

From Donald Wilhelm

Since Doctor Stratton has at last consented to put a news man to work at Standards and Mr. Randolph is at work, trying out, and since I can probably induce the technical news editors to loan at their own cost a man to handle the technical material of the Bureau for the technical papers, while I take care of the Bureau in relation to the popular periodicals, I can serve best, as you said Saturday, as a personal assistant to you with special attention to the contacts of the whole Department with the magazines, if I can now do, what I have been trying to do ever since I came on, i.e., get out from under all news work except waste elimination. But this solution brings up questions of policy such as these that follow:

1. Must not there be a central clearing-house for all Department news? The newspapermen will not go out to Standards: even by posting a notice inviting them, Mr. Croghan and I could not get any to go. The forty odd news releases that I have got out of the Bureau in addition to the magazine stuff, I have routed on through to Croghan. If there is no supervision from a central office, I doubt, at this stage, if the news releases will keep coming, or be presented as they should be to go out as official.

2. Fisheries, Census, and other bureaus have little news to offer, but by their logic that is all the more reason, if they are to get any recognition at all, why more than ordinary attention should be given to these bureaus. In the present set-up the publicity bureau is sustained by the Bureau of Foreign and Domestic Commerce and is expected accordingly to put its energies on Foreign and Domestic Commerce releases.

3. Mr. Durgin and Dr. Gries want me to continue the news as well as magazine work of their Divisions, for one thing because they do not want the control resting with Standards. I should like to continue this work for the time being because I hope, after the turn of the year, to get over the concerted program of editors that I described, and attempt to make the waste elimination program a good deal of a national issue.

Does it not seem that some alteration of the news policies of the Bureau of Foreign and Domestic Commerce is necessary, and shall I go on supervising, as Drs. Stratton and Brown have asked me to do, the set-up at Standards until Mr. Randolph has worked in, and the news reorganization out there is completed?

DEPARTMENT OF COMMERCE

OFFICE OF THE SECRETARY

WASHINGTON

November 1, 1922.

In a conference with Dr. Stratton, Mr. Croghan, and Mr. Randolph and myself this morning, on the question of reorganizing the publicity of the Bureau of Standards and the Department generally, Mr. Hoover made the following points:

1. That the public is entitled to know what is going on at the Bureau; that a Congressman who reads a statement about some accomplishment of the Bureau is more impressed than by two hours of talking; that the news end should be developed and strengthened greatly, and that, in accordance with my recommendation of October 30, attached, the news should be routed through to Croghan from Randolph, rather than from Randolph through me to Croghan.

The Secretary said that the news province of the Bureau looks into the following categories:

1. News.
2. Routine stuff.
3. Prepared stuff for planting in individual magazines with special requirements.
4. Work evolving from contacts with editors who assign their own men, or with writers who do the work and take the suggestion to editors.

[illegible] this added that the first two phases, the news and the routine news stuff, should fall to Croghan, who has the organization to handle it, and that the [illegible] two phases of magazine and [illegible] should [illegible] comprehends the whole [illegible] for the whole Department.

[illegible] and also said [illegible] news [illegible] to the [illegible] I added that in the news [illegible] and on a basis of [illegible] with the [illegible] I would handle the [illegible] Dept. [illegible] to getting full recognition for his work promptly.

[illegible]

DEPARTMENT OF COMMERCE

OFFICE OF THE SECRETARY

WASHINGTON

January 19, 1923.

MEMORANDUM TO MR. HERTER:

FROM: Donald Wilhelm.

Attached is my file of correspondence with the Bureau of Standards. It may be that this file will interest you and Mr. Mayer. During the last few months, after I got the Bureau situation finally organized, the news releases have gone straight through to Paul Croghan, while the magazine ideas have come to me. Meanwhile, the appointment of Randolph at the Bureau of Standards has been extended for another three months on the recommendation of Dr. Brown and everyone dealing with him.

I'm sorry that Mrs. Goodwin cannot find in my folder of the Secretary's file, and I cannot find in my files, any copy of the memorandum that I wrote to the Secretary a day or two before he called Dr. Stratton, Mr. Croghan, Randolph and me in to a conference. I think, however, I have a copy of this memo in my files at home. In any event, it made the following points: That all the news publicity of the Department should for every reason be cleared from one office (that is why the Standards' stuff is sent to Croghan); that some of the Bureaus do not get any publicity; that these warrant all the more attention; that, therefore, some special effort should be made to cover these other Bureaus; that the Bureau of Foreign and Domestic Commerce has caused the other bureaus to solicit more news publicity; and, finally, that it would be a fine thing if the news publicity of all the other bureaus could bear some proportionate ratio to the publicity of the Bureau of Foreign and Domestic Commerce, which is highly effective and by all means should be sustained.

One of the difficulties in this suggestion was that the Bureau of Foreign and Domestic Commerce pays for the maintenance of the news room and for the mimeographing, which in one six day period footed up to half a million words, nearly all for the Bureau of Foreign and Domestic Commerce. As a result, I urged Dr. Stratton, with the cooperation of Mr. McKeon, to furnish the publications office with a new mimeographing machine, a new typewriter, an operator, and a big supply of mimeograph paper. At the same time, each of the other Bureaus were levied for support

for the publications office.

Thinking out the situation on the typewriter, it would seem that the next step in order is to try to find some method of either assigning a man from the news room to the other, rather neglected, bureaus, or getting someone in those bureaus, as is happening to some extent in Census, to furnish the news room with everything available.

These points may be interesting to you and Mr. Mayer (Croghan, of course, is already familiar with them). It would be a fine thing if the news organization could be developed further, to cover all aspects of the Department and clear everything available in the only logical way, through a central news office.

Appendix M

DEPARTMENT OF COMMERCE
BUREAU OF FOREIGN AND DOMESTIC COMMERCE
WASHINGTON

COPY September 15, 1923

Supplement to Bureau Circular No. 21,
of April 16, 1923.

PRESS INTERVIEWS

Division chiefs, field officers (commercial attaches, trade commissioners, etc.), and other officials of the Bureau who plan to visit District Offices, where they may be called upon to give press interviews, are requested to prepare their basic copy before leaving Washington, in collaboration with the Press room.

Effective publicity should have an important part in all such visits with the District Offices. The idea of the above is simply to get the strongest possible team work of all our publicity resources into every such tour.

As indicated in circular No. 21 of April 16, 1923, statements which may be printed on any other basis must, of course, be regarded as unauthorized and entirely unofficial. They can not be ascribed to or involve the Bureau or the Department either directly or indirectly.

By direction of the Director:

[signed N. Eckhardt Jr.]

N. ECKHARDT Jr.,
Administrative Assistant.

DEPARTMENT OF COMMERCE

BUREAU OF FOREIGN AND DOMESTIC COMMERCE

WASHINGTON

April 16, 1923.

Bureau Circular No. 21.

PRESS INTERVIEWS.

(Superseding Bureau Circular No. 21 of December 15, 1919.)

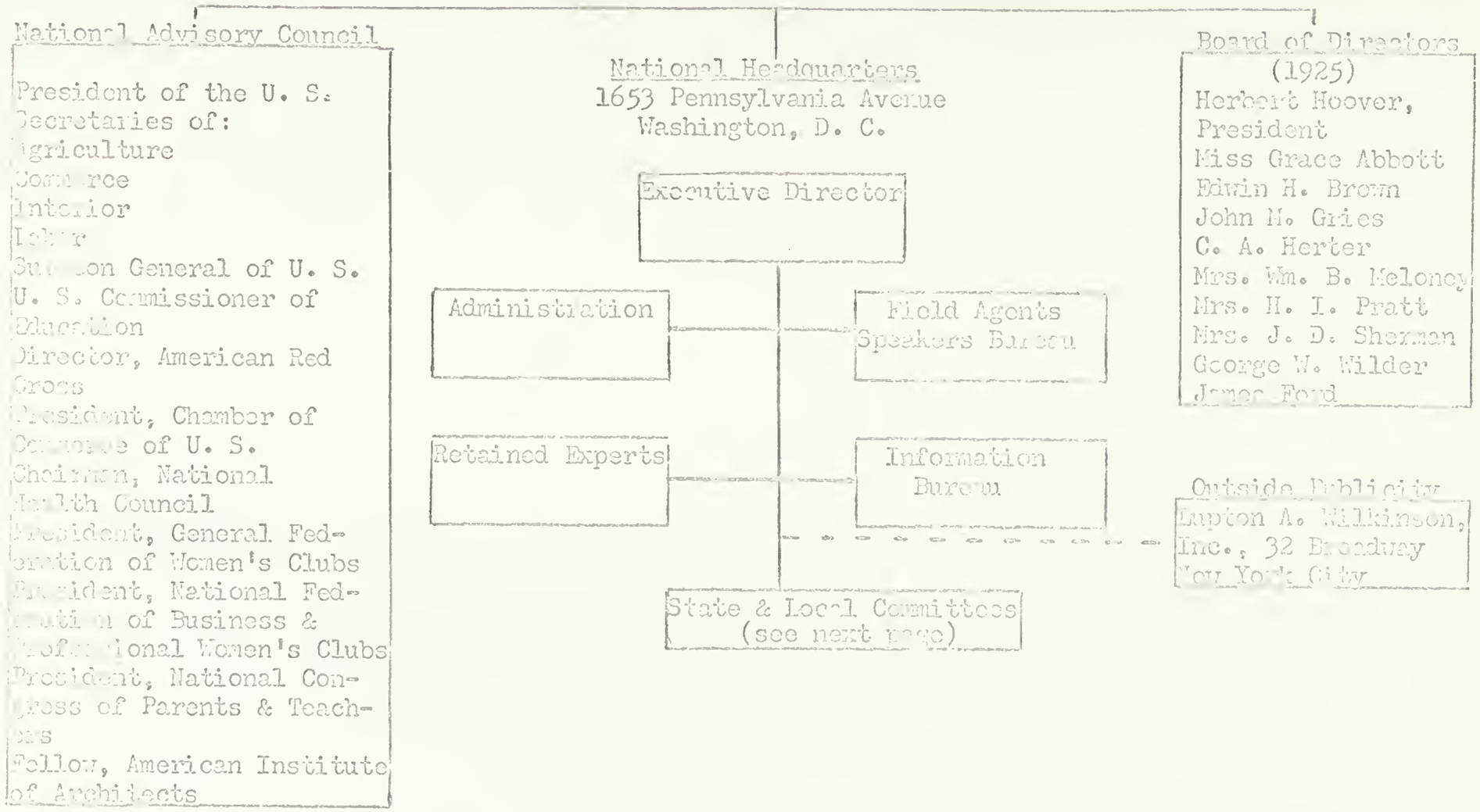
In view of various difficulties that have arisen recently, it seems necessary to define more clearly the relations between members of the Bureau's staff and the press. The intention of the following instructions is not by any means to hamper our relations with the press, but entirely to place them upon a footing which will protect fully the prerogatives and interests of the Department and that of the press. Please observe the following instructions:

(1) If the interviewer desires to quote a given Bureau official or in any other way to fix responsibility for a statement upon the Bureau or the Department, the proposed statement must be in writing and O.K'd by the officer who has been interviewed and by Mr. Croghan.

(2) There is, of course, no objection to visits from newspaper men with any members of the Bureau if the purpose of the interview is not to secure an authorized or official statement, but is simply to obtain "background" material to develop the correspondent's understanding of the subject in question or to talk over any important problem from a personal standpoint. In such cases it must be clearly understood on both sides (notice being telephoned to press room at the time) that the interview in question is not to be ascribed in any way, directly or by implication, to the Division, Bureau, or Department.

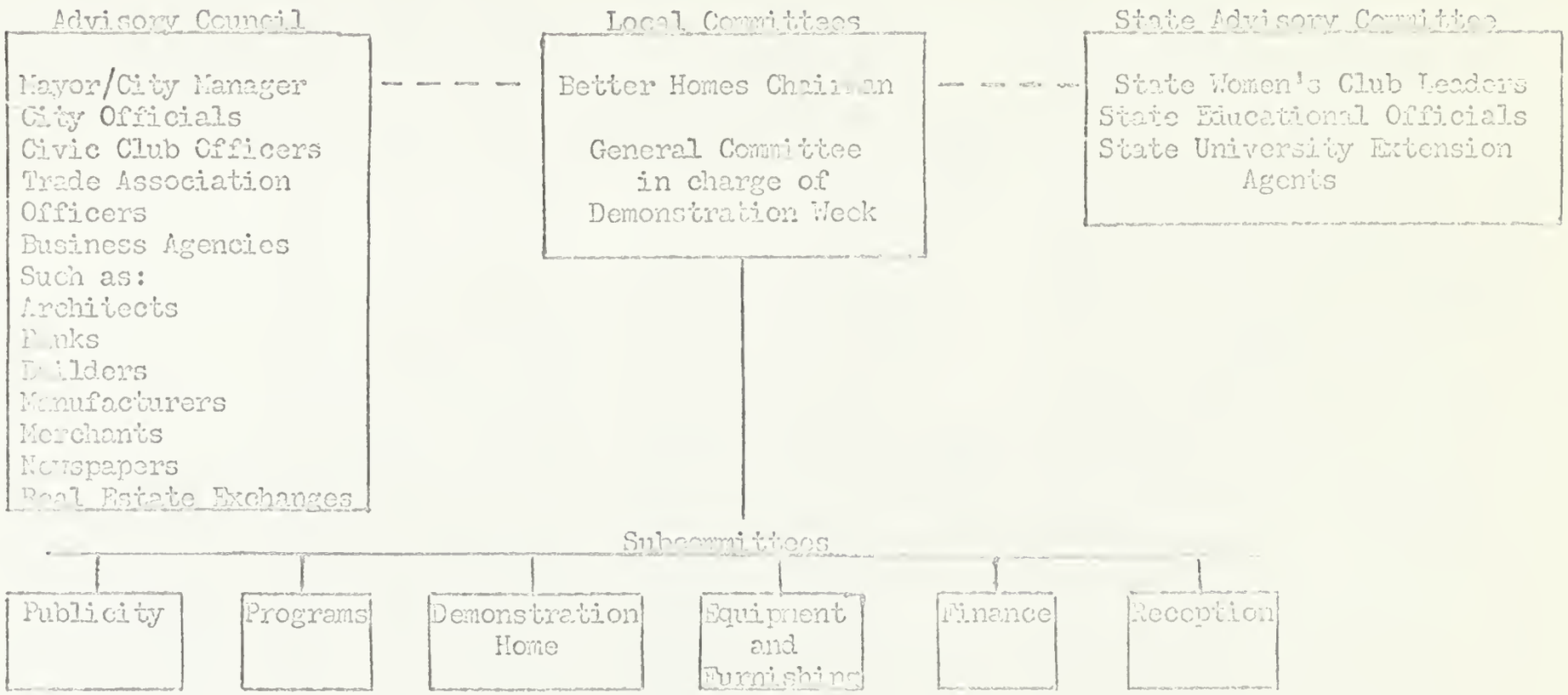
By direction of the Director:

Organization of Better Homes in America, Inc.*



*Source: Reconstructed from material in Box 41, Hoover Papers, SOCOF.

State & Local Organization



Appendix P

Excerpts From 1925 Guidebook of Better Homes in America*

STEPS IN ORGANIZATION

1. Write to National Headquarters, definitely accepting your appointment as Better Homes Chairman. Publications, containing suggestions, and posters and buttons will then be sent to you. Send to National Headquarters the names of the newspapers in your community, so that news stories may be sent to them.

2. Choose and appoint a Better Homes Committee to carry on the work of the campaign. The men and women you appoint ought to have a public-spirited interest in the welfare of your community and should be willing to work throughout the campaign. These committee members may serve as chairmen of subcommittees charged with certain duties.

3. Appoint subcommittees. The number of these committees and their duties will vary according to the size and nature of communities. The following list of subcommittees may be useful in organizing a campaign in a city.

Publicity	Equipment and Furnishing
Programs	Finance
Demonstration Home	Reception

4. You will probably find helpful the services of an Assistant Chairman, or General Manager, among whose duties will be to attend to details and help lift the burden from your shoulders. The secretary of your local Chamber of Commerce or Board of Trade may be an excellent person for this position.

In selecting your General Committee, it is suggested that you call upon the president or secretary of the leading civic organizations of your community, asking each to serve in some capacity. This will insure the active cooperation of these groups. Remember that the more people you interest in this movement in your community, the greater will be the benefit to the community.

5. Besides your General Committee, you will want an Advisory Council. The Mayor or City Manager will be a proper person to head such a body. If your community has local chapters or branches of any of the national organizations listed on the inside of the front cover of this booklet, the officers of such local branches will be suitable members of the Advisory Council. Besides acting in an advisory capacity, this Council can be looked to for speakers on your Better Homes programs.

6. A record of all activities should be kept, perhaps by the Assistant Chairman or by the Publicity Committee; this record ought to be supplemented by clippings of all newspaper articles.

7. Immediately after the campaign you should report in full to National Headquarters, using the questionnaire supplied for that purpose. (The questionnaire is printed in the Appendix of this Guidebook, page 56.)

The answers to the questionnaire should be supplemented by a less formal report, in your own words. Other illustrative material, such as posters, signs, proclamations, the work of school children, and photographs of your demonstration home will be useful to National Headquarters.

All reports should, if possible, be submitted to National Headquarters by June 6, 1925.

*Source: Hoover Papers, SOCOF, Box 41, pages 12-16, 63-64.

V. THE WORK OF THE COMMITTEES

1. THE PUBLICITY COMMITTEE

If possible, the Chairman of this subcommittee should be one who has had experience in dealing with newspapers. The purpose of this Committee is to keep the campaign before the public. Every man, woman, and child in your community should know that a movement for Better Homes in America is in progress and that your community is taking part.

The Committee can secure material for the newspapers from the publications of National Headquarters, which enlighten the public as to the broader aspects of the movement. Articles can be prepared, setting forth the facts of the local organization and plans for the campaign. It has been the universal experience of local committees that newspapers are willing and anxious to devote space to Better Homes material. Further publicity may be obtained through advertisements of local merchants. Where demonstration houses are shown, they are furnished and equipped by the Committee, who carefully select the furnishings from the stock of local dealers (who are glad to cooperate in this way). Although it is an invariable rule that no advertising shall be displayed on the premises of the demonstration house, it is desirable that the merchants who furnish the houses should be permitted to advertise the fact. Special Better Homes advertisements during Better Homes Week can be very effective in calling public attention to the demonstration home.

This Committee may also arrange for special speakers to deliver addresses to clubs, luncheon groups, schools, and churches. Radio broadcasting programs can also be arranged.

Posters, buttons, and letter seals are effective means to publicity. This Committee may also be charged to arrange for these. In the past, very effective posters have been designed and executed by school children.

D. SUGGESTED CAMPAIGN OF PUBLICITY AND SAMPLE PROGRAM OF EVENTS FOR LOCAL BETTER HOMES CAMPAIGN

Below is a suggested outline of a campaign of publicity to be conducted by a local Better Homes Committee, together with a sample program of events for Better Homes Week. These suggestions are intended only as a guide; each committee will have problems and opportunities peculiar to its community, and will meet them as seems best in the circumstances.

PUBLICITY SUGGESTIONS FOR LOCAL CHAIRMEN

1. Publish program of events, bit by bit, as details are worked out.
2. Print photographs of the process of constructing the house and planting of garden.
3. Describe local prizes which are offered.
4. Announce placing of signs on highways leading to the Better Home.
5. Conduct a Poster Contest and display of posters.
6. Publish interviews with members of local Advisory Council.
7. Give publicity to special features such as—
   (a) Arbor Day planting.
   (b) Laying corner-stone.
8. Arrange for five-minute talks at theaters, dinners, and clubs or similar gatherings.
9. Make slides for exhibition at movies.
10. Arouse interest and cooperation in neighboring towns.

Newspaper Publicity

Early local publicity in connection with the demonstration you have planned for your community will bring forward offers of help in preparing the demonstration, will encourage workers whom you have already enlisted, and will tend to arouse local expectancy to a point where you will have a maximum attendance during demonstration week.

Better Homes in America is an educational movement supported by private and public funds, but with no commercial backing. It does not serve the interest of any one group, but is designed to assist and improve the whole community. If you will go to see your newspaper editor, explain the independence and purpose of the movement to him, and give him the same mental background which enlisted your own services, you will find that he will become an enthusiastic supporter. He should serve on your committee if you can get him to do so, but above all he should make up his mind to give generous space for the weeks preceding the demonstration and during the period of the demonstration itself.

You can help your newspapers help you by giving them information opportunely and in simple narrative form. Some vital points to remember are:

1. A meeting held on Tuesday afternoon is news only in the Wednesday editions of the daily newspapers. If it is held early in the afternoon and there is an afternoon newspaper in town its highest news value is that same afternoon. Do not send out news two or three days after the event, but keep a steady and up-to-date flow of information to the newspaper offices concerning important happenings in the campaign.

2. The press should be notified in advance of any important meetings, and if the newspapers are interested enough to send reporters, these reporters should be taken into the meetings, treated as honored guests, and asked for their advice, which will be valuable. It is unforgivable to ask a newspaper reporter to sit outside a closed door for two or three hours and wait until someone, who has no technical experience in judging news, condescends to come out and give him his version of what has been taking place.

3. If your appropriation permits and your city has two or three newspapers, it is well worth while to pay a local newspaperman a small part-time salary for work in his spare hours in preparing stories for the local press. He can have for the asking a file of the more important general stories which have gone out from National Headquarters, and to the information contained therein he will be able to tie up local facts and personalities.

4. Very little real news happens in the world on Sunday. Monday morning papers are always open to good material which reaches them early Sunday afternoon, or which reaches them Saturday with a "release date" for Monday morning.

5. A Sunday morning paper begins to be made ready for the press on Wednesday or Thursday. Some sections of the larger Sunday papers go to press as early as nine or ten days in advance of the date of publication. Ascertain the closing hours, or "dead lines" for your newspapers, and see that material reaches them in plenty of time for the editions in which you wish to see Better Homes stories.

6. It is worth while to send copies of your local stories to newspapers in neighboring towns. It will do your own city good from an advertising standpoint and will help stimulate national interest in Better Homes in America.

7. Some suggested subjects for campaign news stories follow:

(a) City to have campaign.
(b) Chairman names members of her committee.
(c) Committee to have demonstration house.
(d) Chamber of Commerce and other organizations endorse.
(e) Mayor issues proclamation.
(f) Program for demonstration week.
(g) School cooperation.
(h) Better Homes Sunday.
(i) Special features.
(j) Interviews:
  1. Superintendent of Schools.
  2. President of Women's Club.
  3. President of Chamber of Commerce.
  4. Better Homes Chairman.

SAMPLE PROGRAM FOR BETTER HOMES WEEK

Below is an outline of some of the leading features in the program of events for Better Homes Week, May 11–18, 1924, in Kalamazoo, Mich.

Monday

House-warming and Dedication of Demonstration Home.
Flag raising. Star Spangled Banner played by a band.
Statement by Better Homes chairman.
Driving the last nail.
Presentation of keys to mayor and address of acceptance.
Introduction of Home Mother, who invites mayor and guests to cross threshold.
Lighting hearth-fire.
Lighting candles.
Singing of Home Sweet Home.

Tuesday

Illustrated lecture on "Arrangement and Equipment of Kitchen," at Better Homes Exposition conducted by committee with the help of schools and civic groups.
Band concert at Exposition.
Meeting conducted jointly by Better Homes Committee and Child Welfare League.
Address, "The Pre-school Child."

Wednesday

Address on "The Household Budget" at Exposition. Discussion.
Meeting at Exposition. Reading of reports of Better Homes Committee. Announcement of winners in local prize contests.

Thursday

Illustrated talks on "Books in the Home."
"Landscaping the Better Home." "Art in the Home."
"Real Estate Value of Good Home Landscaping." "Music in the Home."

Friday

Home Music and Home Play program for little children.
Singing by boys' chorus.
Community singing of home songs.
Play by school children.

Saturday

Civic dinner, with addresses.

Appendix Q

Street and Highway Safety Conference
(Outline of Events)

1. March 26, 1924: Letters of invitation to preliminary April 5th meeting sent to the following organizations:
American Automobile Association
American Federated Engineering Society
American Mutual Alliance
American Railway Association
Chamber of Commerce of the United States
National Automobile Chamber of Commerce
National Bureau of Casualty and Surety Underwriters
National Safety Council

2. April 5, 1924: Preliminary meeting held for the purpose of discussing a general conference on street and highway safety. The attendees were presented with a paper which stated, "The purpose...is to discuss feasibility, method, program and results of calling a general conference of national organizations ...The feasibility of such a conference is obvious and requires no particular comment." Conferees were requested to:
(1) Make a list of nominees to attend general conference.
(2) Decide on a program which can be so organized as to be assigned to committees by the Secretary of Commerce.
(3) Decide the "character" of the committees.
The chairman of the committees plus four others were to be appointed by the Secretary of Commerce to a steering committee with the Secretary of Commerce as chairman.

3. April 19, 1924: Meeting of the Steering Committee. Work was divided into the following main branches:
(1) Statistics
(2) Traffic
(3) Construction
(4) City Planning
(5) Insurance
(6) Education
(7) Motor Vehicles
(8) Public Relations (added later)

4. April 25, 1924: Letters sent to prospective chairman of the committees. Hoover told chairmen that the general meeting would be sometime in the autumn, "...after the various committees have been able to thoroughly investigate and propose definite solutions." Hoover also stressed that this was a call to voluntary service, that funds would have to be raised outside of the government to cover the conference costs and that the government would provide clerical assistance.

5. April 25-26, 1924: Letters sent to various organizations requesting nominations for the committee members. The organizations

included:

(1) Brotherhood of Railway Trainmen
(2) Brotherhood of Locomotive Engineers
(3) Order of Railway Conductors
(4) American Federation of Labor
(5) General Federation of Women's Clubs
(6) Brotherhood of Locomotive Fireman and Enginman
(7) American Society of Illuminating Engineers
(8) American Electric Railway Association
(9) National Association of Taxicab Owners
(10) National Parent-Teachers Association
(11) Bureau of Public Roads, Interstate Commerce Commission
(12) Bureau of the Census
(13) Bureau of Standards
(14) State Highway Officials
(15) Motor Vehicle Commissioners
(16) Association of Chiefs of Police

6. Committees formed and met independently, coordinated by Col. A. V. Barber, director of the conference.

7. June 6, 1924: Hoover formed the Committee on Public Relations to coordinate conference publicity.

8. June 10, 1924: Barber outlines the mission of the Committee on Public Relations in a speech.

9. Sept. 23, 1924: The conference secretary was instructed to prepare a special report on the conference for the National Conference of Business Paper Editors.

10. May-Dec., 1924: A constant stream of press releases (timed for release on slack news days, i.e., Sunday or Monday) flows from the Commerce Department.

11. Nov.-Dec., 1924: Advance release of the committee reports issued to the press with the assistance of Lupton A. Wilkinson, Inc. publicity firm.

12. Dec., 1924: Mimeographed press summary of the conference findings given to the press during general conference.

13. Dec. 15-17, 1924: Conferees issued booklets of the committees' findings and recommendations. Conference endorses same.

Appendix R

Street And Highway Safety Conference
Press Release Schedule*

Series No.	Release Date	Release Title/Remarks
1.	Apr. 19, 1924	"Hoover Highway Safety Coordination Progresses"(Release on receipt)
2.	May, 1924	"Traffic Safety Conference" (announcement of committee chairmanship)
3.	May, 1924	"Plan Methods For Traffic Safety Study" (For use on receipt)
4.	May 21, 1924	"President of Automobile Club of Missouri accepts chairmanship of Traffic Control Committee"
5.	May 27, 1924	"Noted Statisticians Study Traffic Hazards" (For use not earlier than Tuesday, May 27th)
6.	June 3, 1924	"Motor Vehicle Experts Accept Traffic Safety Posts"
7.	June 7, 1924	"Hoover Asks States About Laws On Reporting Traffic Accidents" (For immediate release)
8.	- - - - - -	Unknown
9.	June 19, 1924	"Study Traffic Control As Accident Factor"
10.	June 21, 1924	"Traffic Safety Conference"
11.	June 26, 1924	"City Planning Experts Study Accident Prevention" (Release on receipt)
12.	Unknown	"Study Insurance Measures To Make Traffic Safer"
13.	Unknown	"Education Vital Question In Traffic Safety"

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*Schedule reconstructed from copies of releases, Hoover Papers, Box 97, "Conferences, Street and Highway Safety."

14.	July 15, 1924	"Every City Has Different Method of Reporting" (For immediate use)
15.	July 21, 1924	"Study Highway Engineering as Traffic Safety Factor" (Release on receipt)
16.	July 22, 1924	"Traffic Safety Committees Meet in Atlantic City"
17.	Aug. 3, 1924	"August Danger Month, Has Most Grade Crossing Accidents" (Release not earlier than Sunday August 3rd)
18.	Aug. 13, 1924	"Meeting of Traffic Safety Conference"
19.	Aug. 17, 1924	"More Deaths from Automobile Accidents" (Sunday release)
20.	Aug. 24, 1924	"Would Find Whether Illiteracy Is Auto Accident Factor"
21.	Unknown	"Hoover Committee Finds Many Cities Making Good Headway in Cutting Down Motor Accidents"
22.	Sept. 7, 1924	"Carping The Grim Reaper" (Listing of cities with comparitive motor fatalities for 1922-23)
23.	Unknown	"Road Engineers Find Many Safety Problems" (Release on receipt)
24.	Unknown	"What Can Be Done to Lessen the Toll of Killed and Injured due to the amazing growth of automobile traffic"
25.	Unknown	Unknown
26.	Sept. 20, 1924	"Accident Statistics Show Danger Spots: Permit Remedy" (Release on receipt)
27.	Unknown	Unknown
28.	Unknown	Unknown
29.	Unknown	Unknown
30.	Sept. 29, 1924	"Insurance Companies" (Release on receipt)
31.	Sept. 30, 1924	"Stop-Stop For Traffic Fatalities" (Release not earlier than Tuesday)

(Continued next page)

32.	Oct. 2, 1924	"Hoover Seeks To Improve Traffic Safety," Address of Col. A. B. Barber, Director of the Conference on Street and Highway Safety, Before the Annual Banquet of the National Safety Congress, Louisville, Ky., Oct. 2, 1924 (Released)
33.	Oct. 18, 1924	"Determination of Automobile Insurance Rates"
34.	Oct. 27, 1924	"Secretary Hoover Calls National Conference on Street and Highway Safety" (For release in Monday Morning papers)

Advance Press Summaries of Committee Reports
(To be presented at conference on Dec. 15, 16, 17)

35.	Nov. 23, 1924	Report of Committee on Statistics (Release not earlier than Sunday)
36.	Nov. 25, 1924	Report of Committee on Traffic Control
37.	Nov. 28, 1924	Report of Committee on Highway Engineering and Construction (For release on Friday)
38.	Dec. 2, 1924	Report of Committee on Insurance
39.	Dec. 7, 1924	Report of Committee on Education
40.	Dec. 9, 1924	Report of Committee on City Planning and Zoning

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41.	Dec. 9, 1924	Announced Program of Traffic Safety Conference
42.	Dec. 15, 1924	Address of Secretary Hoover Before the National Conference on Street and Highway Safety (Released)
43.	Unknown	Mimeographed Press Summary of Conference Findings
44.	Feb. 24, 1925	"Many Bills Introduced in Various State Legislatures" (Release for morning papers, Tuesday)

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